1974

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"The alternative suggested in almost all proposals to end the right to strike is arbitration of

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Labour Canada Travail Canada

NEWS BRIEFS

PS FLEXTIME

Staggered and flexible working hours for about 35,000 federal Public Service employees working in downtown Ottawa went into effect in March in an effort to extend peak rush-hour periods, and thereby alleviate public transit and road traffic congestion.

An experimental flextime program, involving 2,300 employees, had been underway for more than a year before Treasury Board representatives met with federal deputy ministers to decide whether flexible or scheduled hours would suit their departments. Treasury Board is responsible for the terms of employment, including working hours, of federal government employees.

The former peak rush hours were from 8:15 to 8:45 a.m., and from 4:45 to 5:15 p.m. **The extended rush-hours will be from 8 to 9:30 a.m., and from 4:15 to 5:45 p.m.** Basic guideline for the changeover was that employees would be working a 7½-hour day between the hours of 7 a.m. and 6 p.m.

Another large Ottawa employer, **Metropolitan Life Insurance Company, has been conducting a three-month experiment with flextime** for 230 of its employees. The employees set their own hours of work anytime from between 7:30 and 10 a.m. to between 3 and 6 p.m., with the core working period between 10 a.m. and 3 p.m. The program will be evaluated at the end of May, after which a decision on its expansion or retention will be made.

JOB OUTLOOK

Jobs for executives, accounta engineers and other professio are expected to remain at re levels during 1974, according t **Technical Service Coun quarterly survey** of 1,400 manu turers, construction compa consultants and mines. The su **showed that jobs increased 86 cent last year, and 22 per during the fourth quarter of** the largest increase for any qua Experts had expected the ra increase to level off.

Last year's surge in sales of furniture and other consu durables increased opening plant managers, foremen, qu control supervisors, produc planners, and sales and mark managers. Accountants, syst analysts and computer prog mers are in short supply. Nume openings exist also for electr

technicians and engineers, and for sales, plant, and maintenance engineers.

Even occupations in which demand is traditionally spotty—notably purchasing, buying and technical illustration—have participated in the upturn. Opportunities for civil draftsmen increased twelve fold, while jobs for civil technologists and electrical draftsmen increased four and five times respectively. Industrial opportunities are limited, however, for mining and aeronautical engineers, metallurgists, chemists, chemical lab technicians, geologists, management trainees, biologists, physicists, and arts graduates.

The automotive, leisure, lodging, transportation, retailing and chemical industries would be hard hit, if the energy shortage continues, but of these, only chemical is a large employer of engineers and scientists. **The active job market is likely to cause increased turnover** as employers bid for professionals who are in short supply. When these persons change jobs, they often realize salary increases of from 15 to 20 per cent.

At the same time, employers' requirements for experience are so specific that other job-hunters report trouble finding suitable work.

More employers are recruiting at universities, and **demand is especially high for graduates in business administration, commerce and engineering.** Monthly starting salaries are estimated at $793 for 1974 engineering graduates, $764 for honours science graduates, and $727 for honours commerce and business administration graduates. Opportunities for Ph.D. graduates in engineering and science continue to be restricted.

APPLICATION WITHDRAWN

The Teamsters union has formally withdrawn its application for re-affiliation with the Canadian Labour Congress. In a letter to CLC President Donald MacDonald, Teamsters' President Frank Fitzsimmons questioned the authority of the CLC to decide last year to recognize the provisional executive board of Brewery workers in Canada to continue as a separate organization.

The Teamsters had completed a merger with the International Brewery Workers covering members on both sides of the border but a majority of Canadian brewery workers formed their own union.

Fitzsimmons told MacDonald he could not see how the CLC could give recognition to anyone other than those authorized by the merger agreement.

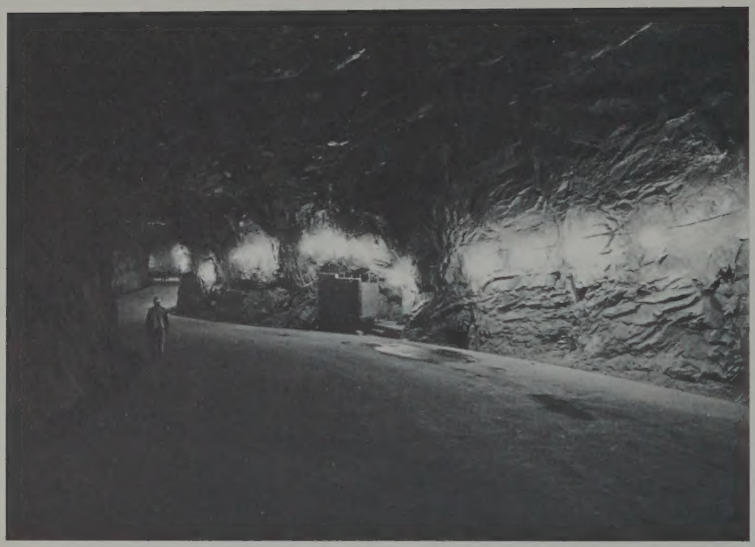
CALURA

The Corporations and Labour Unions Returns Act—**CALURA—has grown tired of warning corporations deliquent in filing reports and has started prosecuting offenders.**

Two privately owned property companies in Montreal, Central Industrial Park Limited, and its sister firm, Rocky Realty Limited, were prosecuted under CALURA, and pleaded guilty of not filing the required returns on time. Provisions under the Act allow for fines of up to $50 a day for each day the returns are late, or for prison terms. The Crown did not ask for maximum sentences in these prosecutions, because both companies filed returns prior to sentencing.

CALURA, administered by the Chief Statistician of Canada on behalf of the Minister of Industry, Trade and Commerce, stipulates that **every corporation with annual sales of more than $500,000, or assets of more than $250,000, must report, within six months of the end of its fiscal year, information about its management, share structure, ownership, and financial statements.** Labour unions are also required to report information on their constitution, officers and finances.

Until now, the agency has gathered late returns through a process of letters and telephone calls. Late filing decreases the quality of the collected data, and CALURA officials have indicated that **there will likely be other prosecutions.**



FEMALE MINERS

A critical shortage of skilled and unskilled male workers in Canadian mines is forcing **mining companies to contemplate using women for ore extracting and other heavy work.** The Department of Manpower and Immigration reports that the number of hourly rated workers in Canadian mines dropped by 6,000 between 1972 and 1973 to 78,800, forcing many mines to consider women for jobs other than office and clerical.

In a mine near Princeton, B.C., at least six women are driving 100-ton trucks, while in Port Cartier, Québec, another mine employs women as janitors, and women miners there are allowed to join the mine union. Other mines are employing women as mill operator trainees and electrical apprentices. Mine personnel offices have found that both single women and women married to miners are applying for jobs.

Part of the **labour shortage problem has been attributed to high staff turnover, caused partly by the isolation of the mine sites and by the traditional mobility of miners.** Some mines say that persons do not want to work underground, and would rather go on construction jobs for higher pay.

Other reasons for the labour shortage, according to the mining companies, include high unemployment insurance benefits, Manpower retraining programs and relocation subsidies that encourage worker mobility, and the bad image of many mining towns.

Ontario mines employed 22,
hourly rated workers last y
down from 23,100 in 1972;
Québec, the decline was fr
22,200 to 16,800. In the Atlar
Provinces, the number of empl
ees dropped to 9,000 from 10,
British Columbia had a gain of
workers, bringing the total to 8,
and Alberta gained 500 employ
boosting the total to 11,3
according to Department
Manpower and Immigrati
figures.

60 AND OUT?

**"An adequate pension for all at
60"** is the theme of a **two-y
campaign launched by the Ca
dian Labour Congress** in Febru
as part of its observation of C
zenship Month. The campaign
be conducted in two stages. In
first stage, unions are be
encouraged this year to estab
committees to examine exist
pension protection, study the n
for improvements, and assist i
broad education program to r
public support for improv
pensions. The second st
scheduled for 1975, will includ
political campaign designed to
better pensions for retired work
in Canada.

According to CLC statistics, o
2.82 million, or **less than 40 per c
of paid workers in Canada,
covered by private pension pl**
and evidence suggests that e
many of these workers do not d
adequate pensions upon re
ement. **Persons reliant on pu
plans are even worse off,** says
CLC.

CUPE CAMPAIGN

A campaign to unionize university professors and private radio station employees has been begun by the Canadian Union of Public Employees.

According to a spokesman for the 185,000-member union, scattered requests for unionization had been received from professors and radio station employees, and CUPE decided to launch major campaigns to determine the extent of the interest. There are roughly **30,000 university professors and 16,000 community college teachers in Canada.**

One hundred and eighty-five professors at St. Mary's University in Halifax, and about 600 employees of seven Vancouver private radio stations were picked as the targets of the initial campaigns. Three weeks after the St. Mary's drive began, a majority of the professors had been signed up and an application for certification is expected.

Resistance to such a move could come from the Canadian Association of University Teachers, a professional association representing 17,000 post-secondary teachers in 52 institutions. CUPE currently claims 34,000 school board and university clerical and maintenance workers as members.

CUPE estimates that about **5,000 persons are employed by private radio stations across Canada**. Some 4,000 CBC employees already belong to CUPE. A union spokesman observed that the **private broadcasting industry is the least unionized of any in the country,** and the pay and conditions of work—50-hour workweeks, split shifts, and the lack of overtime pay—reflect the absence of unionization.

Of the 185,000 members of CUPE, about 60,000 are classified as white-collar, comprising social workers, psychologists, sociologists, announcers, accountants, public health nurses, librarians, science technicians, secretaries, and clerical personnel.

STUDENT JOBS

The federal Government will spend a total of $66 million this year in its Summer '74 program—a decrease of almost $20 million from the cost of last year's program—**in an effort to create or find a total of 390,000 summer jobs for students.**

The Government expects to provide 46,300 jobs—**down from the 67,200 jobs of last summer**—directly through the Public Service Commission, national defense training, and Opportunities-for-Youth projects. The OFY program will be funded by a total of $30.5 million this year, a drop of almost $10 million from 1973.

Expectations are that about 80,000 students will be employed in farm jobs in an effort to help combat Canada's farm labour shortages. The number of student-oriented manpower centres will be increased to 251 from 190 last year, and Government officials are counting on these centres to direct 250,000 students to private industry jobs.

In 1973, the summer student workforce totalled 1.3 million students, of whom 1.2 million found work. The private sector provided 86 per cent of the student jobs, provincial and municipal governments 8 per cent, and the federal Government 6 per cent.

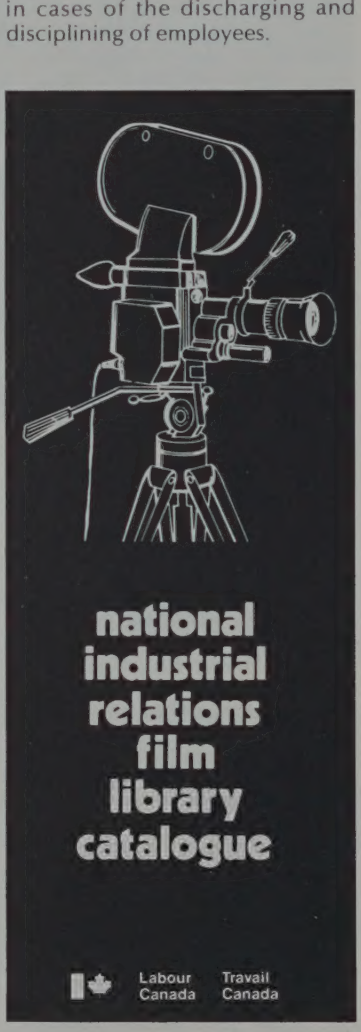
OFL BRIEF

Ontario's labour laws seem to be intended to protect employers rather than their workers, according to the Ontario Federation of Labour. In a brief presented to provincial Labour Minister Fern Guindon in February, the OFL stated that the current Ontario Labour Relations Act, amended three years ago, "not only discourages the practice of free collective bargaining, but also prevents workers from reaching the point where they could even start to exercise that right." Describing the Act as "a bad Act, badly administered," the OFL charged also that the Ontario Labour Relations Board too often submits to employer pressure in ruling against employee groups.

Amendments to the Act have failed in their purpose to streamline the certification procedure, **to improve**

the collective bargaining process, and to lessen industrial strife, said the OFL. "The legislation we have today has done nothing to help the two thirds of the labour force in this Province that is unorganized ... in fact, it places roadblocks to organizing and slows down collective bargaining for many of those who are already organized," the brief states.

Among 17 other proposals made by the brief for revision of the Act were the following recommendations: (1) all workers should have the right to join the union of their choice; (2) evidence of a simple majority of 50-per-cent-plus should be enough for automatic certification; (3) automatic certification should be given if an employer is found guilty of using bribery, coercion, intimidation, dismissal or other means to interfere with union organization or to prevent certification; (4) employers should not be permitted to interfere at certification hearings; (5) injunctions in labour disputes should be outlawed; (6) picketing should not be restricted; (7) the right to strike should apply at any time during the term of a collective agreement on matters not covered by the agreement; (8) strike-breaking should be outlawed during a legal strike, and police should not be used to break strikes; (9) employers should be forbidden to discipline employees for refusing to perform the duties of other employees who are lawfully on strike; (10) **compulsory arbitration in any form should not be used in the collective bargaining process;** and (11) management must be required to fully justify its actions in cases of the discharging and disciplining of employees.



IR FILM CATALOGUE

The **National Industrial Relatio Film Library** now has a comple catalogue available for distributio The catalogue contains titles about **200 English and French fil on many aspects of industri relations**—productivity, selecti bargaining, employee selectio and adapting to change, to nar only a few. The films are distribut free of charge through district a regional offices of the Nation Film Board, but the borrower mu pay the shipping expense wh returning them. Copies of t catalogue and further informati can be obtained from the Natio Industrial Relations Film Libra Public Relations Branch, Cana Department of Labour, 340 Lauri Avenue West, Ottawa, Onta K1A 0J2.

FEEDBACK

(A letter to the Minister of Labour from W. C. Y. McGregor, Chairman of the Canadian Railway Labour Association.)

Dear Mr. Minister:

The recent speeches delivered by you to the Ontario chapter of the American Foundrymen's Society and by your Acting Deputy Minister, Mr. W. P. Kelly, to the Tenth Annual Labour-Management Conference on Collective Bargaining and Labour Law in Tucson, Arizona, have stirred considerable interest and discussion among the member unions of the Canadian Railway Labour Association. No doubt this was one of the intended effects of the speeches.

As you may imagine, there are mixed feelings among both the officers and rank-and-file members of our affiliated unions on some of the statements and suggestions put forward by you and Mr. Kelly. Among some of us you struck a responsive chord; among others you aroused uncertainty and suspicion.

The ambivalence is understandable, considering that what is at stake is the direction of labour-management relations in the railway industry, and the method of resolving future bargaining deadlocks.

I think I may safely speak for all my fellow union officers in the Canadian Railway Labour Association, however, in affirming our willingness—in fact, our desire—to explore the possibilities for change and innovation, including those which you and Mr. Kelly have outlined. Although we may not all agree with you, or even among ourselves at this stage, on the nature of desired changes in the traditional negotiating procedures, we do agree that some kind of reform is essential. The delays, disruptions, and monumental waste of resources involved in the 14-month dispute (that ended in September) underline the necessity of developing a more rational system of reaching a just settlement.

We wish to assure you, therefore, that we are prepared to meet with you at a mutually convenient time and place, to discuss fully the various options that may be open to us. We pledge to undertake such an inquiry with open minds and a readiness to experiment with new ideas, as long as we are convinced that their adoption would be in the best interests of the railway employees we represent.

We recognize that anything beyond the discussion stage would require an equal input from management, and for that reason I am supplying Mr. J. C. Anderson, Vice-President, Industrial Relations, CP Rail, and Mr. George Lach, Vice-President, Personnel and Labour Relations, Canadian National, with a copy of this letter.

W.C.Y. McGregor

INTERNATIONAL ROUNDUP

U.S.A.

■ The United Steelworkers of America and the three major aluminum companies in the U.S. have reached **new 40-month agreements that reduce the normal retirement age from 65 to 62—with full pension**—and provide cost of living supplements for workers who retire under the new agreements.

The pension program, effective February 1, 1975, covers 9,700 workers at plants of the Aluminum Company of America, 10,100 at Kaiser Aluminum and Chemical Corporation, and 9,700 at the Reynolds Metals Company. Provision has also been made for increases ranging from **$15 to $60 a month for those who have already retired.**

The settlements, concluded four months before the current contracts were scheduled to expire, provide also for **wage increases totalling 69.7 cents an hour,** or about 15 per cent over the term—28 cents effective February 1, 1974; 16 cents on June 1, 1975; 17 cents on June 1, 1976; and 8.7 cents in the increments between job classes spread over the term of the contract. The new cost of living formula (an increase of 1 cent an hour for each 0.3-of-a-point increase in the Bureau of Labor Statistics' Consumer Price Index) will come into effect on June 1, 1974.

Pension benefit levels we increased from $9 a month for ea year of service to a range of fr $11 to $15 a month, depending the level of the employee earnings. For example, a 30-ye worker, who previously wou have received a pension of $27 month, will now receive from $3 to $450. Combined with soc security benefits, the new pensi formula limits an employee income to 85 per cent of his "t earnings."

The first cost of living adjustme will be made on February 1, 197 and the second on February 1, 197 The supplement will be based the government's index, and w total 65 per cent of the annu average increase in the inde Employees who retire because th are displaced by permane shutdowns, or are unable to wo because of prolonged layoffs w receive full pensions for life, cost living supplements, and $230 month until they reach the age 62. The spouse of an employ who has at least 10 years servi will receive 50 per cent of t employee's pension entitlement.

Other items in the new contra include **an excellent dental plan no cost to the employee,** a improvements in the vacation with-pay clauses, the supplement unemployment benefit plan, t hospital medical plan, and t sickness and accident plan. M observers of the industrial relatio scene in the U.S. expect that t **aluminum settlements will set t pattern for the steel industry pac** which do not expire until August 1974.

Steelworkers' President, I.W. Abel, described the aluminum agreements as "outstanding ... the most significant of my entire labour career," and said that the pension improvements, particularly the cost of living plan for retired persons, represented a "breakthrough" in industry. He is quoted by **The New York Times** as saying: "I hope, and have reason to believe, that the establishment of the cost of living escalator will find its way into other agreements in other industries ... I think that the aluminum settlements will have a good effect on other negotiations."

More and more **corporate bosses are leaving their jobs before the traditional retirement age,** according to a recent report in **Time** magazine. **Time** quotes management professor Eugene Jennings as saying that the turnover rate among heads of major corporations is 20 per cent a year now—double what it was in the 1960s. "Jennings' studies, dating back to 1948, indicate that more than half of those leaving are being forced out," says the magazine. **Only 25 per cent of the presidents of the 500 largest firms in the U.S. have been in office more than five years.** In 1967 that figure was 35 per cent.

Many chief executives are being fired, explains Jennings, because it is becoming more and more difficult to run a company. Marketing cycles change rapidly, aggressive consumerism exerts additional pressures on management, and the boom of **the '60s produced a corps of executives who advanced rapidly through the ranks without adequate seasoning.**

Moreover, old notions of company loyalty are giving way to a new ethic that makes it easier and more fashionable for people to quit their top jobs. "Further," notes **Time,** "stock options, severance agreements and early retirement plans make it possible to end one career in time to begin a new one in public service, teaching, or some other humane pursuit—and a growing number of executives are taking the opportunity."

■ Many American employers will soon face demand for **a new fringe benefit—prepaid legal insurance,** according to a recent report in **Business Week.** The magazine points out that the Taft-Hartley Act was amended last August to permit unions to bargain for legal insurance as an employer-shared benefit. As a result, at least **three million workers will be negotiating for such coverage by spring.**

Business Week notes also that about 2,500 plans covering specified services in a manner similar to medical insurance are operating today, compared with only 500 in 1971. This rapid growth in legal insurance will bring legal services to millions of people who have not been able to afford them. Surveys showed that **70 per cent of the U.S. population does not receive legal services.**

"The trend toward legal coverage is showing up all across the country," the BW report adds. "As it is currently developing, **prepaid legal insurance takes two forms:** the **'open panel',** which permits the client to seek any attorney who will perform the legal service for fees stated in the policy, and the **'closed panel',** which requires the client to seek aid from specifically designated attorneys. Private insurance companies and most bar-sponsored plans take the open panel approach.

"Unions that hire their own attorneys, and private attorneys who are forming legal 'clinics', are going the closed panel route." Either approach should give lawyers plenty to do; and many who might have become solo practitioners or members of small firms may find themselves operating legal aid offices for unions.

■ Have you ever feigned illness in order to take a day off work? Have you ever missed a day at the office because you just didn't care, or because you thought you wouldn't be missed? **Staying off work costs the North American business community $11 billion a year** in lost production, according to a study of absenteeism conducted by the **Dartnell Institute of Business Research** in Chicago.

The study found that many businessmen consider absenteeism inherent in the system—and incurable. But Joseph W. Lawson, President of the Southeastern Employers Service Corporation, has published a management guide purporting to show that the responsibility for controlling

absenteeism and tardiness rests primarily with supervisory management, and that **every company has the capability of bringing the problem under control.**

The Dartnell study pinpointed **five main reasons for worker absenteeism:** illness, feigned illness, the illness of a child or spouse, a "don't care" attitude, and poor supervision. Lawson's 360-page guide for management lists nine cures: (1) **Child-care centres.** A problem with working mothers occurs when a child is sick or the babysitter doesn't show up. Some companies now offer in-plant nurseries to care for employees' children. (2) **Free transportation.** Companies in isolated or hard-to-reach locations are providing free transportation from several central points. (3) **Medical services.** More companies are providing preventive medical services such as annual checkups. (4) **Increased leisure time.** Studies show that employees are less prone to absenteeism if they have more free time—but some of them may moonlight. (5) **Time off.** Some companies grant time off for personal reasons with little or no fuss, as long as there is no abuse of the privilege. (6) **Attendance improvement programs.** Awards for perfect or outstanding attendance, special dinners, reserved parking spaces and other incentives can help employees to be conscientious about their attendance. (7) **Supervisory training.** Employers are sponsoring absenteeism workshops to teach supervisors how to deal with the problem. (8) **Employee benefits.** Companies can offer qualifying benefits to fit in with time worked. (9) **Love.** "Start loving your employees," says Lawson. "Don't just say it, show it"—through more praise and recognition and by being available to talk to employees about their problems.

(Lawson's guide is available from the Dartnell Institute at 4660 Ravenswood, Chicago, Illinois.)

■ **American business is concerned over the rising tide of worker absenteeism,** according to a recent article in the monthly publication of the **Morgan Guaranty Trust Company.** The article stated that U.S. labor leaders such as I.W. Abel, President of the United Steelworkers, are becoming almost as alarmed with the situation as management. The bank's economist said that absenteeism helps to explain why the productivity rate in the U.S. has failed to keep up in the last few years with that of European countries and Japan.

The article noted that, although health conditions among workers were supposed to be high, absences for illness—real or falsely claimed—and for miscellaneous reasons have been increasing at an average annual rate of 2.8 per cent since 1967. The toll of absenteeism due to illness of workers, real or feigned, has grown 15 per cent since the early 1960s.

EUROPE

■ Although Canadian cities appe
able to keep their public servi
jobs adequately staffed—with t
important exception of poli
forces—**a serious manpower sho
age is crippling essential services
many cities of Europe,** according
U.S. News and World Repo
Garbage is not being collected, b
and train services are being slow
or cut back, mail deliveries a
being trimmed, and school hou
are being reduced.

In short supply are street cleane
garbage collectors, hospital mai
and orderlies to do what Europea
regard as "dirty" jobs. But t
shortage does not stop ther
vacancies for firemen, policeme
teachers, ambulance drivers, tran
employees and telephone ope
tors are almost equally hard to f
Britain, France, Italy, Germany a
Switzerland are among t
countries affected.

The post office in London, Englar
for example, **reports that it is sh
3,000 workers**—an 11 per cent g
in strength. Police officials say th
need 5,000 more officers to brid
a 20 per cent gap in the force. Ev
white-collar positions such
architect, civil engineer and pub
health inspector are going beggi

British experts list several **reaso
for the lack of interest in pub
employment,** says the magazi
"Low wages paid to most groups
this field are a principal fact
Special allowances available
working in high-priced London
is said, are now 'hopelessly'
of line with the current rise in t
cost of living. The Governmen
anti-inflation rules prevent it fr
giving big pay raises to its empl

es. Another reason: the pool of nmigrant workers is drying up, at time when native-born workers e increasingly reluctant to take w-paid public jobs."

Switzerland, however, working onditions, more than pay, are sponsible for the manpower ortage. People are no longer illing to hold jobs that require vertime work or work on week-nds, say employment experts. mong public services struggling ith severe labour shortages are te post office and railways. About per cent of trained post office sitions in the Zurich area are cant.

Che of Rome's major manpower oblems is a lack of employees for n-professional hospital jobs. **U.S. ews and World Report** learned at Italian workers prefer factory os where pay is higher and work-ig conditions are better than in ospitals. Hospital authorities fear at the situation will become crit-ical in a few years.

rance's big cities have trouble iding hospital and social workers, t there is no shortage of appli-ants for other careers in the public ervice. Immigrant workers, mainly rm Algeria and West Africa, are aking over more and more of the "rty" work like road building, reet cleaning and garbage collec-tion—jobs that Frenchmen disdain as relatively low-paying and unattractive. **West Germany** has adopted the same solution to the dirty-job problem: it is employing foreign workers, who hold about half the garbage collection and street-cleaning jobs in German cities.

U.S. News and World Report notes that officials in **metropolitan Tokyo** were surprised early this year at the type of applicants they got for trash collection. There were more than eight applicants for each opening in this field. Most were high school graduates, a few had university degrees, and nearly all were stylishly dressed. "The explanation: starting pay for an 18- or 19-year-old was almost $230 a month, plus five and a half months pay in annual bonuses—more than one third above the pay offered high school graduates for the average clerical job." Pay for nurses, however, is relatively low and nurses are correspondingly scarce. A shortage of firemen is blamed on low hazard pay, and a shift system of 24 hours on and 24 off.

(**In Canada,** many unskilled workers are available for the less attractive jobs. The explanation: unemployment has been high for years, working conditions have been improving, and increasing unionism in the public service area has brought higher wages. The police forces, however, appear to be having trouble recruiting.)

■ Agreement has been reached by the Ministers of the social affairs council of the European Economic Community to establish **a program of social action for the EEC.** But—to quote **The Economist**—it was a "decision to decide later."

The new social program contains 14 proposals to be submitted to the council this year. They include measures designed to: **enhance the quality of life and work; promote full employment; and bring about worker participation in management.** The measures—to be translated by the EEC Commission into concrete proposals for adoption over the next three years—include: (1) a resolution on equal employment opportunities for men and women; (2) equal pay for work of equal value; (3) harmonization of the legislation of member states concerning mass layoffs; (4) a 40-hour workweek by 1975; (5) four weeks paid vacation by 1976; (6) industrial safety legislation; and (7) benefits for migrant and handicapped workers.

Commenting on the proposals, **Industrial Relations Europe** noted: "Although Dr. Patrick Hillery [the Irish Commissioner] expressed satisfaction that the broad outlines of his program were accepted—and that items jettisoned from his priority list can be reintroduced on his own initiative—national delegates had certainly left their marks on what remained of the policy package.

"First bruises were inflicted by German representatives who refused to commit Community funds to new projects—and Hillery

was obliged (at least temporarily) to withdraw costly schemes for income maintenance during job retraining. Strong German reaction also weakened proposals for a migrant workers' protection system—thus piercing to the very heart of the Commission's social action program. The Germans demanded a clear distinction between migrant workers from member states and those from outside the EEC.

"British opposition to proposals for a 40-hour week and a four-week paid vacation piled up another tactical defeat. (The Confederation of British Industry had, incidentally, been forced into the self-conscious position of pressing its point of view in the face of the TUC's continued boycott of EEC proceedings.) A slowdown on work and pay changes was advocated to cover the present period, and until such time as the economic emergency had eased up. Hillery's real opponent in getting Community priorities through the council this year will be national priorities caused by worsened inflation caused by worsened implications of an energy-short world."

■ The Commission of the European Economic Community has recommended to the Council of Ministers that a **European Foundation for the Improvement of Living and Working Conditions** be created to "contribute to the design and establishment of living and working conditions that are more in accordance with man's aspirations."

The Foundation will co-ordinate, direct and finance studies; promote and carry out pilot experiments; broaden the exchange of ideas between experts in economics and social science through conferences and seminars; assist in the application and dissemination of knowledge; and co-operate with specialized institutes and bodies in non-member countries.

The Foundation will be concerned with such issues as the long-term aspect of ecological problems, urban renewal, family and health problems, as well as the organization of work, job enrichment, and worker education.

ILO

■ **Signs of discontent among European workers** are increasing despite average real wage increases of more than 40 per cent over the past decade, according to the recent ILO report, **Some Growing Employment Problems in Europe.** The report went before government, employer and worker delegates at the **Second European Regional Conference of the International Labour Organization** in Geneva, January 14 to 23.

Workers are dissatisfied with some types of unskilled, heavy, dirty or low-status jobs, and as a result migrant workers are being imported to fill these positions. This situation leads to other complications: although many immigrants have a short-term go for returning home, the large single group has no definite tir horizon. The primary concern these immigrants is to ma money, and to do this, they oft take any job that is offered, hopi to change to a better one later. T job, however, puts the **immigrant the bottom of the wage-stat ladder.** Generally the immigra has to lengthen the time he expe to stay and therefore the short-te immigrant becomes a long-te immigrant, and the way is open **a vicious cycle of low-paid jo ghetto-like housing, and growi class or ethnic prejudice.**

The report pleads for a more fle ble approach to the patterns working life. It proposes that: the situation should be made eas for mothers to start new caree when their children reach scho age; (2) rigid retirement ag should go; and (3) ports of re-en into the labour force for dropou should be provided. It suggests th the **labour force of the future going to be more fluid** and th administrations must adapt to t situation.

Europe's labour force is growing less than one-third the world ra but the continent's education ra is rising much more quickly. Wh only a small elite went to unive sity, they could expect high-stat jobs after graduation. Now, in vie

the numbers going to university, **degree can no longer be a pass-rt to a top job.** But students still lieve it is, and the system haves as if it were. This leads to **vaste of human resources** and to ep frustration in many Western ropean countries. East European untries have avoided these oblems by limiting admission to e number of jobs planned for aduates, but this device raises oblems of its own. In many untries the problem will rapidly orsen if nothing is done.

e report favours the systems of current education. In other ords, more would go straight into os, and take up **higher education ly later, as and when they need** or the next stage in their careers.

common concern among West ropean countries is how **to ulate workers from fluctuations employment.** To help workers be obile, occupationally or ographically, France, Sweden d the Federal Republic of rmany have instituted programs this area.

legates to the regional confer-ce called on European govern-ents that have not already done to ratify the ILO's Employment licy Convention (No. 122) and to edge themselves to work for full, oductive and freely chosen nployment. They also requested O case studies on ways in which os might be transferred to the untries from which migrant orkers come, and on ways in hich migrant workers can be settled in jobs in their home untries.

A new approach to ways of making working life more flexible was advocated by the Conference, which emphasized that **the rigid school-work-retirement patterns of the past no longer meet either the needs of the people or those of the economy.** Bound up with this problem is the need to achieve true equality for women at work. Delegates thought the ILO could help promote such an approach by looking into the methods used by various European countries **to help workers change jobs as they grow older,** linking education, training and employment in an arrangement that would allow for **alternating periods of work and study during the whole of a person's working life.**

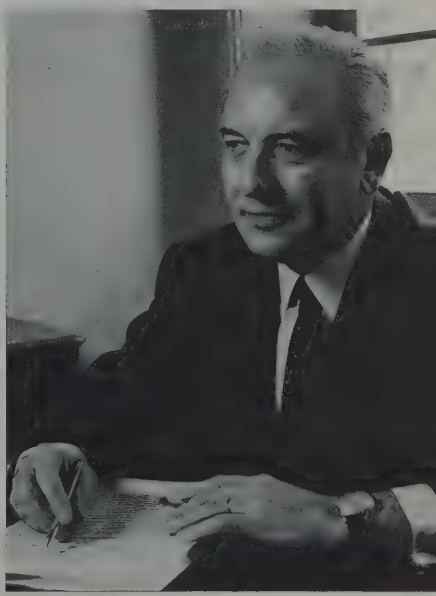
Another area of discussion was the humanization of work, **democratization through participation,** in response to a need felt by modern man to exercise greater control over the institutions and structures that, to a great extent order his daily life. The first condition for such advance would have to be full recognition of trade union rights and of the right to collective bargaining.

Because each type of society is trying to find its own path to a solution of the problems posed by the need for greater democratization of work, exchanges of experience in these areas would be useful. Consequently, the ILO with the help of the Government of Norway, will be organizing a symposium for this purpose next August in Oslo.

At the close of the conference the 369 delegates and advisers, representing 28 countries, called for measures to protect the jobs and incomes of European workers threatened by inflation, changes in technology, and the energy crisis. They asked also that the ILO help Europe's governments, employers and trade unions to promote full employment policies, training and adaptation measures, and equality of treatment for underprivileged groups such as women and migrant workers.

The conference was attended by a number of Canadian observers.

■ **Francis Blanchard** of France has been elected the new **Director General of the ILO.** Blanchard, 57, has served for 23 years with the international agency. He succeeds the late Wilfred Jenks of Britain, who died last year.



Francis Blanchard

FRANCE

■ One of the longest and strangest labour disputes in the history of France ended late January when a solution was at last found to the seven-month siege of the Lip watch company in Besançon. L'affaire Lip—**an innovative departure from the norms of industrial relations practice**—revolved around the **workers' struggle to keep their jobs** by fair means or foul, and **challenged the employer's right to dismiss them.**

It was in June, 1973 that 1,300 employees at France's largest watch-making concern took over the factory's production themselves—shutting out management—after an announcement by the company in April that it was virtually bankrupt and faced closure. Despite court orders to evacuate the plant, the employees continued all summer long to produce and sell watches direct to the public at wholesale prices, paying themselves out of the proceeds. Their argument: management had proved itself incompetent.

The experiment in self-management came to an abrupt end, however, in mid-August, when the para-military national police ousted the employees and closed the plant. Although there were no arrests, the workers were accused of embezzling company funds, stealing company property (they had taken a large quantity of stockpiled watches and hidden them as their "war chest"), and being in open contempt of court.

Undeterred, the workers set up in a nearby gymnasium donated by the city government, which viewed the workers' "revolution" with unconcealed approval. As the fall wore on, the French Government sent in mediators while searching for someone to run the company and to reinvigorate it. Bargaining began, was broken off, and began again and again.

"At the outset, Lip caught the public imagination in a way that nothing had done since the student riots in May, 1968," observed **The Economist.** Messages of solidarity poured in from across the country; massive demonstrations and wildcat strikes were called in sympathy with Lip employees; general public, press and church were unanimous in their support. Even top Gaullists like Edgar Fauré, President of the National Assembly, spoke out in favour of the men. The fate of a relatively small firm had developed into a nation-wide issue. But **the interest and excitement generated during the early months of the workers' crusade gradually dissipated**—killed by the passing of summer, the fickleness of public opinion, and the all-dominating energy crisis.

The agreement signed in Janu
fell far short of the workers' origi
demand that all 1,300 of them
rehired with no cut in pay. O
300 of the 950 employees still
of work were taken back. Anot
200 will be rehired later, probal
by July, if sales progress sat
factorily. For the remainder, th
will be the prospect of nine mon
retraining with full pay and f
refusal of any jobs that come up

The Government's proposals
October for the prompt rehiring
942 employees would have gi
the unions a better deal, but th
rejected the plan. "Everybody
nobody," remained their dema
Although the Government w
prepared to employ almost all t
Lip workers in a company in wh
the state would have held
important stake, "the unions ha
probably been wise to hold o
commented **The Economi**
"Instead of becoming involved i
charity operation that had lit
future, they have now got some
France's top industrialists
charge."

The idea for the last-minute resc
operation came from Antoi
Riboud of BSN and Renaud Gi
of Rhône-Poulenc, who reporte
represent the liberal wing of t
French industrial establishme
They have set up a holdi
company in which Lip's form
leading shareholder, Ebauch
holds 34 per cent, French banks,

er cent, and private French industialists, 50 per cent. The company as given a financial transfusion of 5 million, including $3.75 million om the Government as a straight ubsidy.

he Lip affair established a first in rench industrial history: it was a nique experiment in worker ontrol, it involved off-beat tactics, was illegal, and it won nationide sympathy. "But the real mportance of Lip," said **The conomist,** "is that **both the overnment and management ave been forced to take the uman consequences of redunancies into their plans.**" As a sult, the worker's "right" to his b now stands firmly alongside his mployer's "right" to dismiss him.

In an **attempt to bridge the gap etween capital and labour,** the overnment of France has made roposals to industry that would llow employees to buy at subsized rates up to 3 per cent a year f company shares.

p encourage the purchase of ompany shares, an employee can ffset against income tax up to bout $600 worth of shares bought any one year, or the company ould grant its employees up to 500 a year in tax-free bonuses that ould be invested in company hares.

he government's proposals follow he distribution of shares in a umber of state-owned industries, ich as Renault, as well as stateowned banks and insurance ompanies.

WEST GERMANY

■ The West German Government agreed in February to **an 11 per cent wage hike demanded by about two million public service employees,** thereby ending three days of selective strikes that crippled the country's transportation and postal services. The unions' initial demand was for a 15 per cent increase. The Government's "final offer" before the strike was 9½ per cent. The stoppages, involving more than 200,000 employees, were the most serious that West Germany has ever experienced in the public sector.

■ **Does the prestige and pride of sitting on supervisory boards result in reduced interest on the part of employee representatives in pursuing union objectives?** The answer appears to be "yes," according to a committee of experts set up by the German Metalworkers Union, I.G. Metall, to evaluate experiences stemming from the 1972 Industrial Constitutions Act. The committee is urging I.G. Metall to insist that future boards contain representatives of unions quite apart from union members chosen by their co-workers.

The results were similar to a study published two years ago dealing with the problem of what happens when Works Council members become too "permanent" in their job.

IRELAND

■ The idea of **worker participation in company policy appears to be taking a firm hold in Ireland,** where a joint working party of the Employer-Labour Conference has proposed that work councils be set up in all enterprises with 25 or more employees, and that these councils serve as a foundation upon which to build full industrial democracy.

But what would Irish industrial democracy be like? The January number of **Industrial Relations Europe** observed that "in Dublin recently, an Organization for Workers' Democracy—functioning outside the Irish Congress of Trade Unions and the Labour Party, but composed of active trade unionists—was formed to ensure that a far-reaching version of industrial democracy be applied to this country."

The Organization seeks worker participation through a system operated by the trade unions—whose influence would be a continuing factor in decision making—and it has asked the Labour Party to select a standing committee on industrial democracy, and the ICTU to organize supportive educational programs. (Michael O'Leary, the Minister of Labour, has taken a divergent line; he is equally determined that worker-directors be elected directly from the workforce as a whole.)

The Organization wants legislative provisions "to safeguard workers against the abuse of employer-sponsored workers' representatives being nominated and

elected to management boards." O'Leary had earlier committed the National Coalition Government to worker participation.

BRITAIN

■ **A vote early in February by an overwhelming majority of Britain's 260,000 coal miners for a national strike** to support their pay demands precipitated the British election of February 28, which led to the formation of a minority Labour government. It was the second such strike in two years.

The coal miners, who had cut Britain's coal production by about one third by refusing to work overtime since November, rejected an appeal from Prime Minister Edward Heath for an election truce and decided to push ahead with their nation-wide stoppage on February 9.

Deciding to go to the polls 17 months before the end of his five-year mandate, the Conservative leader **made union militancy a central issue** in the bitterly fought election campaign.

■ A Canadian-owned company, General Aviation Services, which has a branch in Britain, has the distinction of being the **first company in that country to sue a union for compensatory damages under the Industrial Relations Act.** General Aviation Services, which provides airport support services in Canada and through subsidiary companies in the United States, launched a claim for damages against the Transport and General Workers Union.

Britain's Industrial Relations Court has found the TGWU liable, but has not as yet assessed the amount of damage to be paid.

There have been contempt decisions against unions by the National Industrial Relations Court and claims by various individuals against specific unions that they have been mistreated under the Industrial Relations Act, but this is the first time that a Canadian company has been involved. Previously, both unions and management in Britain have shown a reluctance to use the mechanisms of the National Industrial Relations Court, preferring to deal with each other outside the Act.

BELGIUM

■ Belgium is headed for a **shor workweek** on the advice of t Conseil National du Travail (CN which met recently to draw guidelines for collective agre ments regulating hours of work. a result, Belgian workers will ha progressively shorter hours leadi toward a generally applicable 4 hour week by January 1, 1976 at t latest.

The new time-scale chartered the CNT is regarded as suppl mentary to existing contracts, whi in many cases are ahead of guid lines, but are binding on emplo and union under the terms o 1968 Act.

50 YEARS AGO

With a view to establishing **an improved system of unemployment insurance in Britain,** Sir Montague Barlow, the Minister of Labour, addressed a letter to the National Confederation of Employers' Organizations, and to the Trades Union Congress General Council, inviting their co-operation. In response, the NCEO prepared and issued a report that set forth its opinion and recommendations for the further development of unemployment insurance. This report was reviewed in the April 1924 issue of **The Labour Gazette.**

The report is of particular interest, not only because it embodies the opinion of the representative organization of employers in a country most severely affected by unemployment, but also because **the proposals contained fully affirm the principle of insurance,** and make some novel and constructive suggestions for its improvement. Students of the problem of insurance will find interesting arguments dealing with technical aspects, such as insurance by industry, amalgamation with other forms of insurance, and relative contributions of the state, employers and workers.

Dealing with the suggestion that compulsory unemployment insurance could be developed in such a way that **each industry might have its own scheme,** the report urges that this **would lead to considerable loss of economy in administration.** Compulsory insurance by industries, is, in any event, quite impracticable on any comprehensive scale. There would be considerable difficulty—in many instances insurmountable—in the strict demarcation between industry and industry. A substantial proportion of workers move from industry to industry; there is also a substantial

proportion of workers for whom there is no trade organization, and there are large numbers of workers in seasonal employment and casual employment.

The report stated also that, from the financial point of view it would not be practicable for even every well-organized industry to have a workable scheme. The **industries that depend upon world markets suffer severer fluctuations than home trades.** An industry having severe trade fluctuations could not offer the advantages given in an industry with low fluctuations. Disparity between contributions or benefits would create unrest.

The segregation of industries has, in addition, serious faults on the grounds of a general principle of averaging. All industry is interdependent; although few can go on prospering indefinitely unaffected by every other, the incidence of depression and unemployment may fall unequally. **Unemployment insurance, if it is to be compulsory, should be universal and uniform.**

The report continued: "The necessity for the whole industrial population standing together upon a uniform basis is considered to be paramount, and it is held that even the policy of allowing industries to 'contract out' of the general insurance scheme should be discredited. Supplementary schemes should, however, be encouraged. The opinion is furthermore stated that **unemployment insurance** is not in any way a preventive against the fact of unemployment, but it **is an expedient for making provision for the worker against the normal risks of industrial life."**

The report urged "the importance of discontinuing the emergency measures on which, it is understood, £75,000,000 have been expended during the past two and a half years, and of placing unemployment insurance once more on a permanent basis. The proposals for a future national scheme of compulsory insurance contained a recommendation that the State's contribution, instead of being a little over one fourth of the total contribution, should equal that of the employer and worker."

The report concluded: "T importance of further developm of the employment exchan system, and the administration unemployment insurance, sho devolve entirely on the exchanges. The hope is expres that the system of employm exchanges will have the effect enabling the authorities, to so extent, to guide a new generat into the trades that are overstocked and not declining. **T suggestion that unemployme insurance should be amalgamat with other social services** such health insurance, workme compensation or old age pensio **does not meet with approval.** National Confederation Employers' Organizations presses the view that, whate may have been the defects of emergency measures initiated the British Government, the exp iment of compulsory unemplo ment insurance, as initiated 1911, cannot be adjudged a fail in itself. On the contrary, exp ence since 1911 has proved tha is practicable in normal times make provision by way of ins ance for assisting the bona f workman over periods of temp rary and unavoidable unemplo ment."

(Editor's note: See "The Pros a Cons of Unemployment Ins ance," on p. 291, for a debate the same subject in Canada toda

Arbitration in Essential Industries

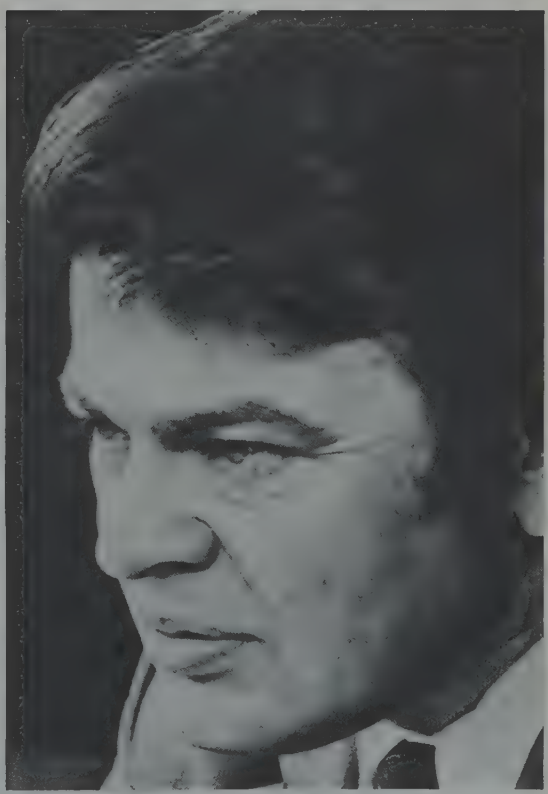
THE ALTERNATIVES TO CONFRONTATION ARE THE RESPONSIBILITY OF UNIONS AND MANAGEMENT

BY HON. JOHN MUNRO,
MINISTER OF LABOUR

Because employers and employees have both common and divergent objectives, conflicts of interest inevitably arise from time to time. When these conflicts occur, labour and management resort to collective bargaining, which is the accepted procedure for resolving such differences.

Despite what the media would have us believe, **collective bargaining has had a successful record** in promoting harmony and stability in Canadian industrial relations. For every union-management dispute that culminates in a strike, there are dozens more that are settled peaceably. Despite the frequency with which they seem to hit the headlines, **strikes are not the main cause of lost working time.** Everyday labour turnover, and absenteeism owing to illness and accident, cost Canada's economy far more lost time than do strikes.

Recently, however, the number of conflicts between employers and employees has increased, partly because of changes in the general economic climate. Continuing inflation has spurred both employers and employees to entertain **unrealistic expectations that have led to excessive pressures on our collective bargaining system.** The consequence has been that several strikes that have occurred in the last few years



JOHN MUNRO

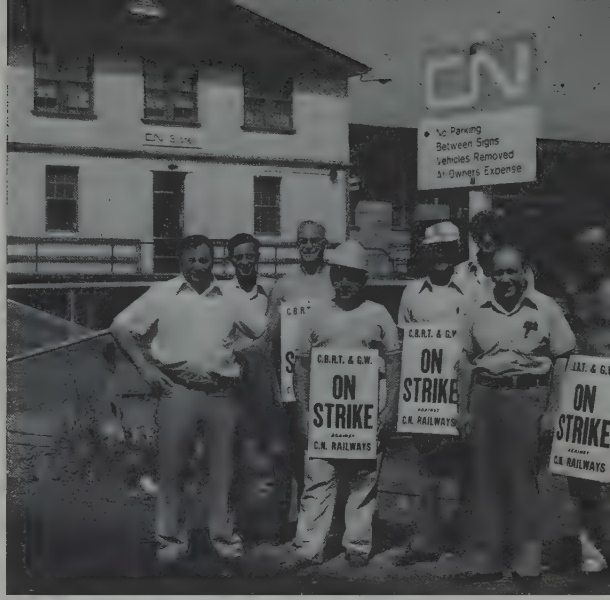
have aroused public indignation. The problem is not peculiar to Canada, for many industrialized countries are losing as much, or far more, working time because of industrial disputes. This would then, appear to be an appropriate time to review our current labour problems, and to outline the ways in which I and the Department are tackling them.

There is no universal panacea that will produce industrial peace once and forever, but I believe that it is essential for us to **maintain a willingness to experiment with new ideas.** Over the years, we have taken many steps to make collective bargaining work more efficiently and with fewer disruptions. Still others will be taken. Each of the methods we have tried has merit and value; some of them work in particular settings, but not everywhere, and not always.

Demands for the **conciliation and mediation services** provided by the provincial and federal Governments have increased in recent years. The "peacekeeping" function has been developed and emphasized. For too long, conciliation services tended simply to react to crises—acting only after negotiations had broken down, and when the parties in dispute had become entrenched in their positions. Today, the **emphasis is on prevention.**

A vigorous **new policy of preventive mediation** adopted by the Canada Department of Labou January 1970. Specialists possessing knowledge specific industry, and skill in mediation, were char with maintaining continuous contact with the par in dispute. The research resources available to th specialists were expanded. In addition, their became much more active: not only do they as labour and management during negotiations, but t have also **helped to eliminate some of the issue contention during the closed period of a contr** That these innovations can be effective was dem strated by the successful negotiation of railway se ments in 1968, and again in 1970.

But, because what works well one time in one si tion may not be successful a second time or un different conditions, disputes in the so-called "ess tial services" have suddenly become matters public debate. To conduct itself responsibly in debate, **the public should try to understand** accept the fact **that strikes, and the threat of stri are an integral part of the dynamics of a democr collective bargaining system.** It is equally impor that the public be assured that effective measures available, and will be used whenever necessar prevent the dislocation caused by emergencies.



lore and more frequently, the public is asking for a efinition of what constitutes an "essential industry." **/e could argue that there are emergency situations, ather than essential industries.** Not long ago, in ondon, England, burned-out traffic lights were not eplaced, and traffic ground to a halt. The reason? The ght-bulb changers were on strike. Would anyone, efore the event, have defined light-bulb changing as n "essential industry"? Or, here in Canada, **who ould have defined elevator construction as an ssential industry"?** Nevertheless, a national strike in at industry tied up an estimated $800,000,000 worth construction across the country, created serious roblems in hospitals and nursing homes, and caused eat inconvenience for many people.

hese illustrations should suffice to demonstrate that, efore we can settle on a definition of "essential dustry," we must take into account a number of ariables. **If we try to define what industries are ssential, where does the list end?** It is difficult to etermine, in advance, in what industry, or at what age of events, a strike should be prohibited or rminated. The length of a strike, the extent of sruption, the public interest—these are all critical ctors. Some of the long-standing anomalies in the ilway industry may be corrected by the recent Hall ward, thereby helping to reduce the stigma usually ssociated with the arbitration process. But I want to mphasize again, that no one policy or procedure orks with uniform success; flexibility of approach is ssential.

he decision to stop a strike should be made by rliament alone—and only when Parliament is satised that an individual right has become a public rong. Even if the right to strike were to be permaently withdrawn, this step provides no assurance at strikes will not occur. Despite the complex system of labour courts and compulsory arbitration **in Australia,** for example, **the number of illegal strikes there during a one-year period has sometimes exceeded the annual total of legal strikes in Canada.**

Because of these factors, then, it is the policy of the Government of Canada, that, when the public interest is threatened and it becomes mandatory to halt a strike and impose a settlement, it is Parliament that takes action. For each eventuality, special legislation must be developed and proposed to Parliament. For the historical record, it is worth noting that, **since** the inception of the Industrial Relations and Disputes Investigation Act in **1948, Parliament has had to act on only nine occasions to terminate a strike in the public interest.**

Southam News columnist Charles Lynch has expressed sympathy for the suggestion that Canada adopt the emergency "cooling-off" provisions contained in the Taft-Hartley Act of the United States. Under these provisions, strikes considered injurious to

the public interest may be postponed for a 60-day period, a step that allows federal mediators and conciliators the time they require to aid in obtaining a settlement.

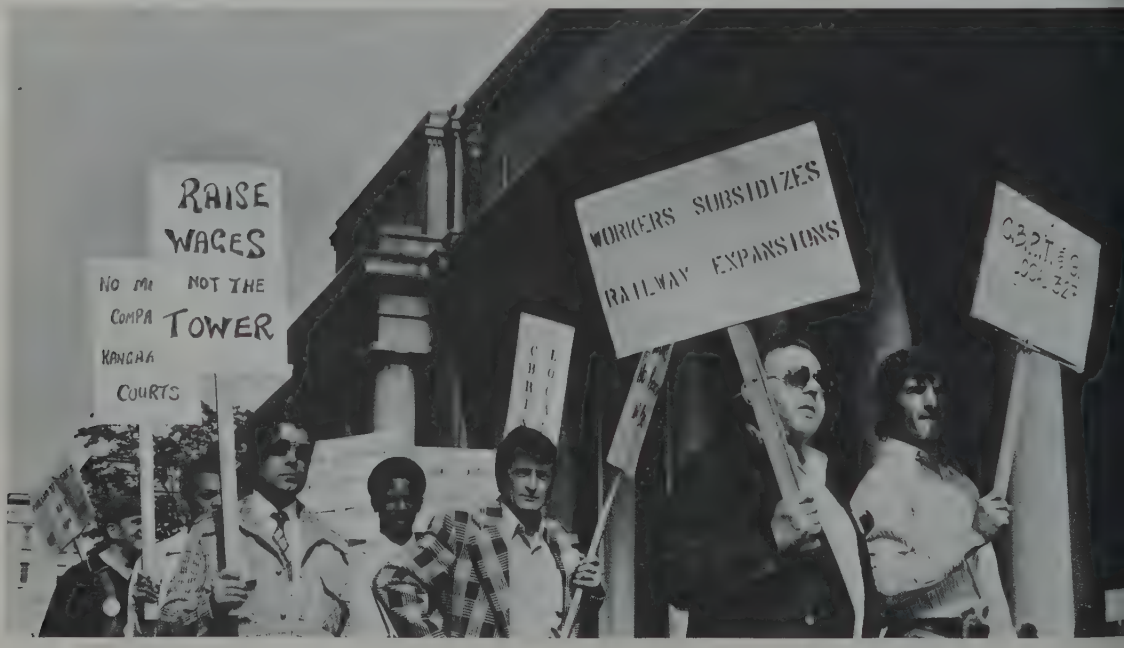
What those who expound this viewpoint don't seem to realize is that **Canada's compulsory conciliation procedures already provide a "cooling-off" period.** Before a strike or lockout may legally take place, three steps must be taken: (1) the disputing parties must inform me in writing of their failure to reach an agreement; (2) I am then obliged to provide them with conciliation services within 15 days; (3) only after an additional seven days have elapsed—subsequent to release of the completed conciliation report to me and to the disputing parties—can a strike or lockout be called.

The alternative suggested in almost all proposals to end the right to strike **is arbitration of industrial disputes,** an approach that cannot be lightly dismissed. In some foreign industrial relations systems—Australia's, for example, arbitration is a permanent feature. Arbitration may be adopted voluntarily when labour and management agree to accept the award of a third party. There have been cases in Britain in which such awards have not been binding, but have resembled what we would regard as recommendations. The advantages and disadvantages of these variations on arbitration are still being debated.

But **voluntary arbitration has not been wide adopted, even when the parties in dispute have be free to make that choice.** Labour movements a almost invariably opposed to the restrictions involve because they believe generally that the social chang they seek will not evolve through the arbitrati process. They regard the strike as their ultima weapon. Management, too, balks at the idea, becau it fears the loss of its managerial and cost contr prerogatives.

Compulsory arbitration as a means of settling disput **is not widespread in countries that employ the colle tive bargaining process.** It has been used primar during wartime or other national emergencies, wh the right to strike has had to be temporari withdrawn, and also in situations affecting limit groups of employees.

The criticisms that have been directed against arbitr tion—voluntary or compulsory—deserve examinatio Foremost is the argument that arbitration wou damage the collective bargaining process itself. The is no denying that bargaining would be inhibited one of the contenders could convert the process in advocacy before a third party. Should an impasse reached, either labour or management will almo certainly decide that it might get a better deal resorting to an arbitrator. Management or union neg tiators might also use an arbitrator to settle internal



nbarrassing conflicts, converting him into a scape-
at at the expense of genuine solutions to hard
oblems. There is also the possibility that both sides
ght stalemate at unreasonable extremes, leaving it
to the arbitrator to split the difference.

atters of equity must be considered as well. An
bitration award judged inequitable by either party
ll not ensure that the goods and services of the
tion will be produced without disruption. Neither
ompany straining financially to meet a wage award
considers excessive, nor a union grumbling over
orking conditions it considers intolerable, will
sure industrial good will.

ere is also the key question: Who is to arbitrate?
e possibilities include: single arbitrators (with or
thout advisors); majority decisions by a panel or
ard; judicial decision by a court; or a referendum
poll of the electorate. Questions of timing and terms of reference also arise. Is a qualified arbitrator available? At what stage of a dispute should he be appointed or imposed? Should his powers be narrowly or broadly defined? Wisdom will always be a scarce commodity; and the work schedule of a good arbitrator can be almost impossibly demanding. Yet, in order for awards to be productive, the arbitrator must have the time, the competence, and the detailed knowledge required to analyze, and pass judgment upon, the basic problems of each dispute.

Ultimately, we arrive at the broader question: How much regulation is enough? If wages and working conditions are to be subjected to arbitrary controls, might there not also be a case for similar regulation of prices, profits and rents? In a system that professes to be free and democratic, these considerations must always be taken into account.

In this context, I would like to discuss certain **arbitration proposals currently attracting public attention in North America.** One of these is called, variously, "final-offer selection," "fixed choice," "best offer," or "all-or-nothing" arbitration. Skeptics of the concept are inclined to refer to it as "Russian roulette." The name changes, but the basic idea is clear: The arbitrator has to choose, as his award, the final offer of either union or management—and he must choose the one he regards as more likely to produce a reasonable settlement.

The theoretical purpose of this procedure is to limit the adverse effects that arbitration is reputed to exert on the collective bargaining system. The premise advanced is that, by **compelling management and union to make their bargaining offers reasonable,** the likelihood of voluntary settlement is increased. Because the arbitrator's award may neither omit nor change any items in the final offer, the prospect of

being saddled with the other party's offer tends to considerably enhance the reasonableness of the proposals made by both sides.

Some variations of this procedure permit final offers to cover only those items still in dispute, rather than the total contract package. Others provide for forms of mediation and item amendment while a dispute is under arbitration, but before the award is made. Still others call for an item-by-item award, whereby the arbitrator breaks the package down, awarding individual items on the basis of each party's last offer.

Although it is not new, **the "final offer" concept** is of current interest, and has appeared in proposed legislation both in the United States and in one Canadian province. It is reported to have been tried, briefly and unsuccessfully, in Germany in the 1920s, and more recently, in Victoria, Australia. Two municipalities in the U.S. have experimented with it, as has the University of Alberta in negotiations between its Board of Governors and academic staff.

The question can be legitimately raised: **Does the "winner-take-all" principle make for discontented losers, unwilling to live with what they regard as an unworkable contract?** Frustration is no basis for industrial peace. A workable agreement is a set of agreed compromises, and if an arbitrator is forced to select between packages, he is in no position to assist in compromises. To have to select only between unresolved items may be to ignore the realities of bargaining and trade-offs, and to approach a satisfactory package only by chance.

Another interesting suggestion also goes by several names: "non-stoppage," "semi-strike," or "statutory strike." Under this arrangement, **work is continued during the period in which a strike could be expected to occur.** By suspending all or part of their rewards through the use of accounting techniques, the pressure to settle is forced on the parties. In effe they would be fined; but the proceeds might donated to some community development, payments continuing until the parties reach an agr ment.

This idea was tested during a municipal transit syst dispute in the United States in the 1960s. Wh passengers insisted on giving tips to the drive however, the company withdrew from the agreeme It may be that the concept sets up somewhat unr situations, in which case it is not difficult to appre ate the problems involved in agreeing on the app priate fines, let alone compounding them by mak the process compulsory.

Another concept would guarantee a minimum wa increase of perhaps 2 or 3 per cent, applied in tand with some form of voluntary binding arbitration. T increase would become effective automatically wh a contract expired, and might act as a hedge agai militancy or the catch-up demands of employe whose long-term contracts are expiring.

A variation of this concept was adopted as part of t voluntary arbitration agreement signed in 19 between the United Steelworkers of America and t basic steel industry in the United States. The part agreed that a guaranteed 3 per cent wage increa would be the minimum from which bargaining wou proceed. The agreement was sweetened with a on time $150 cash bonus to each employee.

Bargaining talks were to be moved ahead by seve months to allow the parties extra time to reach settlement, but both parties had agreed that, if settlement could be reached, a five-man arbitrati panel would resolve any unresolved items. The exp iment is to last for one round of bargaining; successful, it might be extended for another thr year period. Industrial relations specialists are follo ing these developments closely.

In this review of the proposals that have been offer as aids or partial solutions to the problems of dispu prevention and settlement, I have considered necessary to mention criticisms as well as merit have done so, not with any destructive intent, nor dismiss these proposals, but rather to emphasize th

n matters of labour relations, there is unlikely to be n eternal blue sky just over the horizon. I repeat: **One oncept may work once in a given industry at a given oint in time; it might not work a second time, or in different setting.** Collective bargaining is not a pure cience like physics, in which the same formula lways yields the same results.

evertheless, I believe it is essential to be aware of hat is being tried in the dispute prevention and ettlement field—not just in Canada, but in other ountries as well. We have a willingness to experiment ith new ideas; and we retain flexible and well-nformed resources to deal with situations that are rowing ever more complex. **My Department exam-es all proposals and experiments of the kind I have escribed.** We draw on all of these ideas when consi-ering approaches to specific problems in the indus-ies under our jurisdiction.

ll Canadians are aware of the chaos and disruption f railway services that took place last summer. The epartment of Labour employed every known device prevent that strike: We applied the technique of arly mediation, of conciliation boards, of outside ediators, and of direct intervention by me and the enior officials of my Department in a last-minute ffort when the dispute came before Parliament.

nfortunately, it was one of those complex disputes which, for a variety of reasons, **the opposing parties ere locked into such entrenched positions that a egotiated or mediated settlement was beyond their pabilities.** As a result, the country had to sustain a eries of disruptive rotating strikes—and, finally, a full-edged strike. That strike was ultimately terminated rough the expression, by elected Members of arliament, of the will of the people of Canada.

Machinery was then set up for final settlement of the dispute through the arbitration process; and I appointed, as arbitrator, the Honourable Emmett Hall, who, in my view, is one of the most eminent and humane jurists in Canada.

The awards rendered by Mr. Justice Hall were handed down on January 16. It is not my intention to comment on the merits or demerits of these awards, but I personally believe that **Mr. Justice Hall has corrected many of the anomalies** inherent in the complex railway wage structure, and that he has dealt fairly with certain issues—particularly job security—**that have been the cause of frustration and militancy among railway employees.** It might well be—and

I fervently hope so—that the Hall report will be considered a watershed for labour relations in Canada's railway industry.

The question naturally arises: If a fair and equitable settlement was brought about through the arbitration process, why did the parties not avail themselves of that process without subjecting the country to a national rail strike? There are likely many answers—all of which I intend to pursue later with labour and management in the railway industry; but I suspect that one of the reasons is that voluntary arbitration has never been tried in that industry.

I can readily sympathize with the reluctance of labour and management to agree to voluntary arbitration of a labour dispute. On the union side, leaders might fear that their membership would accuse them of lack of militancy. I think it is also fair to say that the word "arbitration" has been stigmatized over the years in trade union circles. Many of my friends in the trade union movement are unable to use the word "arbitration" without inserting the prefix "compulsory."

On the management side, arbitration is frequently viewed as repugnant, because management believes that, in a negotiated settlement, they have the right to say "no" when they judge that costs are prohibitive, or when they sense an infringement on their managerial prerogatives in certain contract areas.

The point is: Does it take a national railway strike, and the expressed will of the public of Canada, before arbitration is acceptable to workers and corporations in any given dispute? I would hope not. I would further hope that we now have enough sophistication and maturity in the field of industrial relations in Canada to continue to experiment and innovate in techniques for dispute settlement. I say that **the prime responsibility for such experimentation and innovation rests squarely with labour and management.**

I must reiterate that **I am opposed to permanent compulsory arbitration**—even in so-called "essential industries." **I am not opposed to arbitration on a voluntary basis** as one of the tools or techniques of dispute settlement. Voluntary arbitration can be applied in many forms and variations. We have had situations in which, during mediation, the parties were completely deadlocked, or entrenched, on one unresolved issue. Our mediators have suggested—and the parties have accepted—voluntary arbitration on that one unresolved issue. Parties could agree, before negotiation, that issues unresolved through negotiation or mediation could be resolved through voluntary arbitration.

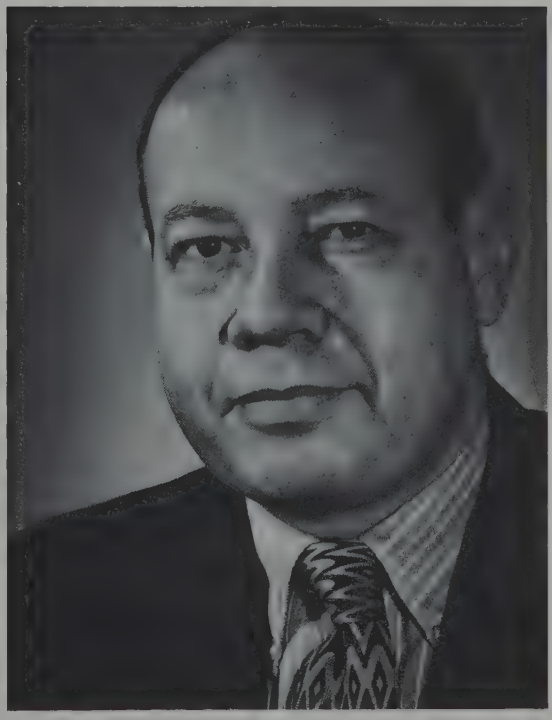
We all realize how closely the railway industry is meshed with the economic lifeblood of Canada. If you have any doubt on this point, you have only to read the newspaper articles and editorials published from coast to coast when there is a railroad strike. Together with officials of my Department, I intend to have serious discussions with railway management and labour concerning some of the matters I have put forward here. **My hope is that,** as a result of these discussions, **labour and management will accept the responsibility and the onus I intend to place on them to come up with alternatives to confrontation.**

(The foregoing article by the Minister of Labour, and the article on p. 263 by Ed Finn, are the first in a series titled, "Arbitration in Essential Industries." Invitations to participate in this series have been extended also to: J.C. Anderson, Vice-President, Industrial Relations, Canadian Pacific; George Lach, Vice-President, Personnel and Labour Relations, Canadian National Railways; W.H. Wightman, Manager, Industrial Relations Department, The Canadian Manufacturers' Association; John Crispo, Dean of the Faculty of Management Studies, University of Toronto; and Paul Phillips, a professor with the Department of Economics at the University of Manitoba.)

Arbitration in Essential Industries

ARE THERE WORKABLE FORMULAS FOR ENSURING INDUSTRIAL PEACE?

ED FINN



The arbitration award handed down by Mr. Justice Emmett M. Hall, QC, on January 16 climaxed a marathon 14-month dispute between 17 railway unions and the country's major railroads. It had been a gruelling battle, punctuated by futile conciliation and mediation efforts, a month-long series of "selective" strikes, a national railway shutdown, the enactment of back-to-work legislation at a special session of Parliament, and several months of intensive arbitration hearings.

Although it was an imposed settlement, **the Hall report** provided the basis for a new two-year agreement that was acceptable to the majority of railway workers. The report has been rightly acclaimed as a

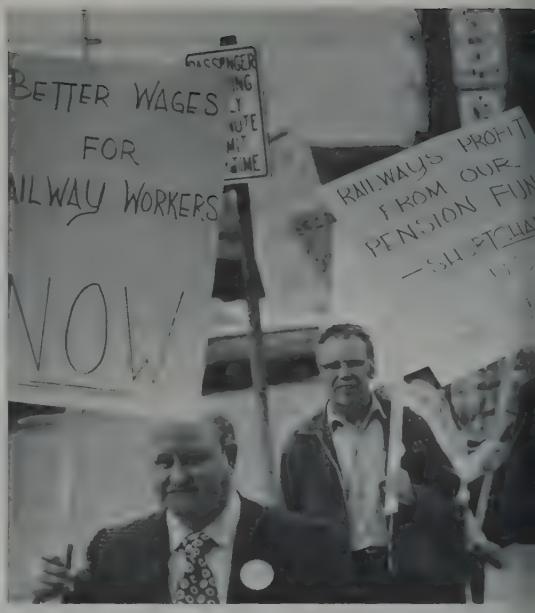
landmark decision, a truly historic document. Not only did it settle the immediate conflict, but it also **laid the groundwork for more rational labour-management accommodation in future rounds of railway bargaining.**

Hall established important guidelines and precedents that will be of inestimable value to the architects of future rail labour contracts: He confirmed the **right of workers to be fully protected from the income-eroding effects of inflation.** He asserted the **right of workers to share proportionately in the gains of rising productivity.** He **agreed with the principle of pay parity** between workers providing essential services and those in comparable jobs in other industries.

And he **dismissed the companies' perennial inability-to-pay argument.** Concerning that argument, he stated unequivocally that "the use of the railways as an instrument of national policy requires that it should be the nation as a whole, not the employees of the railways, that must absorb any deficit that may occur." **The employees,** he added, **cannot be asked to subsidize the railways' operations by accepting substandard wages.**

In the wake of the Hall report, Labour Minister John Munro has voiced the hope that, from now on, it will not take a national strike and the intervention of Parliament to produce satisfactory wages and working conditions for railway workers. **Munro has suggested that unions and managment in the industry should experiment with voluntary arbitration** as a means of resolving bargaining deadlocks.

Acting Deputy Minister Bill Kelly, a former rail union officer, **has proposed a combination of mediation and arbitration techniques**—an arrangement that would involve arming a mediator with the powers of an arbitrator in the event that he could not devise a voluntary agreement. In an address to the 10th Annual



Labour-Management Conference on Collective Bargaining and Labour Law, held at Tucson, Arizona in January, Kelly explained the combination concep in some detail.

"The only power a mediator has is the power o persuasion," he said. "There have been times when have persuaded the parties in a dispute that the compromise I was suggesting was in the best interest of all concerned. They would inform me, however that **although the suggested compromise was accept able** to them, **they could not sell it—either to the company board of directors, or to the union membership.** When he is faced with such a situation what can a mediator do?

"By combining the mediation and arbitration processes," Kelly continued, "we might develop technique that would prove useful in certain types o disputes—and I would like to see further experiments in this direction. When the disputants arm a skilled

ediator with the powers of an arbitrator—in what has en described as the 'med-arb' concept—they give m the muscle to cope with situations such as I have st described. The most important factor in this ncept is that **labour and management would still ve the initial opportunity to conduct the bargaining ocess, and would resort to voluntary arbitration ly if they reached an impasse in negotiations.**

seems to me," Kelly added, "that there is great tential for this technique in situations in which the o parties realize that a strike would have severe verse effects on the economy of the country, or the mmunity, and would inflict more punishment on e public than on the parties to the dispute."

unro and Kelly have since been discussing with th railway union and management officials the ospects of adopting **some form of third-party judication** to avert future conflicts and strikes. Hall nself has stated that he would like to see his report ve as a model for the settlement of any further rail our disputes through voluntary arbitration.

plicit in these proposals is the assumption that **the ditional collective bargaining system cannot be ied upon in the railway industry.** This is a fairly safe sumption, for when **the unions do not have the fettered right to strike,** there can be no genuine gotiation. The rail unions have consistently been nied that right. Parliament has always intervened to event or terminate their strikes before the unions uld exert the desired economic pressure on the mpanies. Knowing that the unions could never ng the full force of their collective strength to bear, e companies have had no reason—until the Hall port, at any rate—to fear a breakdown in negotia- ns. So their contract offers have been held to an realistically low level.

The unions have thus had a choice between two evils: (1) **they could accept the inadequate terms offered** by the companies; or (2) **they could call a strike they had no chance of winning.** The latter course had two advantages: It took the union leaders off the hook, politically, with their own members by transferring the blame for an unsatisfactory settlement to the federal Government; and it held out some hope that an arbitrator would be more generous than management in dictating contract terms. (This hope had been fulfilled even before the Hall report. The arbitration award rendered after the 1967 rail strike produced wage gains of 24 per cent over three years—considerably more than the companies were prepared to offer voluntarily.)

There is not much time left to find a better way to renew the collective agreements flowing from the Hall report. They expire at the end of 1974, and the Non-ops, the Shopcrafts, and the United Transportation Union will be submitting their demands for 1975-76 on October 1. **Unless an improved system can be devised** and agreed upon soon, it will be too late to prevent the unions and companies from starting down the rails toward **another head-on collision some time next year.**

No doubt reflecting majority public opinion, newspaper editorials across Canada have called for an end to the recurring cycle of bargaining charades in the railway industry, and to the threat of calamitous strikes that these entail.

"After three sad experiences with rail tie-ups," **The Vancouver Sun** declared, "it is surely time that the parties were provided with more rational means of settling their differences without rancor and inconvenience. Cannot the wisdom of Canadian statesmen, and of labour and business leaders, devise a practical and fair way of preventing such crises from ever arising?"

That is the question now being explored by Labour Minister Munro and his aides, in consultation with industrial relations specialists in the unions, the companies, and the universities. It may seem to those not familiar with labour-management relations on the

railways that the task these specialists have undertaken is not a difficult one. But, in fact, it is a task of herculean proportions. The complexities involved in the bargaining structure of the railways are so enormous that they have never been fully grasped by most outsiders, nor by most rank-and-file rail union members. These complicating factors must be understood by anyone who wishes to discuss the recurring rail labour crises intelligently, and certainly by anyone who wishes to propose feasible alternatives.

The first of these complicating factors, and the one most publicized, is **the essential character of rail services.** Despite growing competition from trucking companies and airlines, the railways are still our most important mode of transportation, and the one the nation can least afford to do without. This essentiality handicaps both the railroads and their unions: It forces the companies to provide unprofitable services, "in the public interest," while curtailing their freedom to raise freight rates. And it deprives the unions of the right to withdraw their services long enough to make their strikes an effective bargaining lever.

The restrictions imposed on the unions are the more severe, for the companies can recoup most of their enforced losses from the Government in the form of special subsidies. But the unions have no redress,

other than to rely on the results of arbitration proceedings. Their only other option is to engage in massive civil disobedience—a course that they, being innately conservative and law-abiding, have so far shunned.

The second complicating factor is the national scope of the railway negotiations. It is relatively easy to negotiate a working agreement covering a few thousand workers in one locality; but when the employees affected number more than 56,000 and are spread over hundreds of communities in all 10 provinces and the Northwest Territories, negotiating a master contract acceptable and fair to all of them becomes truly formidable. Not only do these workers live in areas with vastly different wage and living standards, but they are also engaged in many different trades and occupations composed of literally hundreds of different classifications and wage rates.

It would be difficult enough to produce a satisfactory settlement for such a heterogeneous group under normal collective bargaining methods. But **when genuine bargaining is supplanted by a ritualistic charade,** as has been the case with the railways, **any hope of producing the required flexibility in a contract is unreal.** This situation explains why some groups of railway workers are much more discontented than others, and why rank-and-file unrest is more intense in some regions than in others.

(It has been suggested in some quarters that the answer to this problem is to **dismantle the national bargaining units** of the rail unions, and to **negotiate thereafter on a regional basis.** Sober reflection should be sufficient to indicate the flaws of that proposal. The rail labour force is already splintered along occupational lines; dividing it again geographically would produce chaos. Groups in various regions would strive to outdo each other. Dozens of new

ndependent unions would spring up, representing vorkers by province, or even by community. Strikes y such units in key centres like Winnipeg, Toronto, lontreal and Moncton could disrupt the whole ational rail network. Under such conditions, the ailway companies would be embroiled perpetually in isputes and operational interruptions somewhere in he country, and therefore could not maintain any ontinuity of service.)

he third complicating factor is the multiplicity of mployers and unions in the railway industry: 11 ompanies and 17 unions. Again, the companies ren't hobbled by this division as much as the unions e, for most of the smaller lines are owned by the two ants, the Canadian National and Canadian Pacific. ternally, what they say goes. Moreover, the compaies bargain as a bloc with all the unions, which are nfortunately split among four separate bargaining roups: Associated Non-ops (8 unions), the hopcrafts (7 unions), the United Transportation nion, and the Brotherhood of Locomotive Engineers.

his division among the unions has led to internal ickering and rivalry, as well as to attempts at onepmanship. It **has also encouraged the companies to ngage in divide-and-conquer tactics,** thereby seeking arrive at voluntary agreement with the weakest nion group, and thus setting a precedent they hope e more militant unions will later be forced to accept.

uch tactics backfired badly in the last round of egotiations. An agreement reached with the negotiors for the Shopcraft bloc was overwhelmingly jected by the members in a ratification vote. The embers reasoned that they would be foolish to ratify contract calling for a raise of only 13½ per cent over vo years, when they knew that the other unions were olding out for more. Their rejection of the proposals their leaders was vindicated when the settlement timately imposed by Parliament proved to be signifiantly higher, and the terms of the Hall award higher ill.

The rift between union leaders and their rank and file is common, in varying degrees, to all the rail unions. This "confidence gap" is yet another complicating factor that must be reckoned with when proposals are being made to remedy the ills of railway bargaining. It would be futile to produce a "better way" acceptable to the union leaders, unless it were agreeable also to their members. Voluntary accord at the bargaining table between company and union officials is meaningless if it cannot be sold to the employees—if they cannot be persuaded that it is the best and fairest settlement obtainable.

This will be no easy chore. Resentment of the rank and file against inferior wages and working conditions, although directed mainly at the companies and the federal Government, is aimed also at elected union officers. **Most members don't understand the limitations placed on their leaders' bargaining abilities.** Even those who do are not much more tolerant of their leaders' failure to win more generous contract gains. In the jungle of industrial relations, results are what count; and no excuses, no matter how valid, can exonerate a union negotiator who fails consistently to satisfy the expectations of his constituents.

The scope and complexity of railway negotiations deepen members' distrust of their leaders by precluding direct participation by the rank and file in the bargaining process. The only input the members have is to submit their contract demands several months in advance—from which point they see those demands changed, combined, or dropped altogether as the various unions reshuffle them to produce a list of objectives common to all.

To this frustration is then added the vexation of having to sit on the sidelines for many months, not knowing what is going on in the negotiations, why

there are so many delays, and the negotiating committee is transmitting so little information.

Lack of communication with the locals is not entirely the fault of the negotiators. **An essential ingredient of bargaining is secrecy.** Offers, compromises, trade-offs and proposals are made tentatively, contingent on a complete package deal being agreed upon. Premature disclosure of such proposals could cause the talks to collapse. Because there is no genuine bargaining by the railways and the unions, it could be argued that no harm would be done by divulging events to the members as they happen. But if the ritual is to be performed at all, it can only be done by adhering to all the usual conventions. Besides, **mediators and conciliators** appointed by the Government **insist that the talks be kept confidential,** and invariably impose this restriction on both sides.

Another reason why union leaders can't communicate more effectively with the locals is that, for weeks on end, little or nothing happens; the companies and the Government are quite effective at stalling; and union negotiators also have good reason to drag their heels on occasion.

In the case of smaller bargaining units elsewhere in industry, the rank and file can and do participate directly in negotiations. The typical negotiating committee includes members from the plant floor as well as full-time union officers. So there is some insight by the members into the bargaining process, plus the opportunity to witness at first hand the performance of their negotiators. **In the railway industry, such a procedure just isn't feasible.** If each local of each of the rail unions were to have one representative on the negotiating committee, the committees would be so huge that the only place big enough to contain the negotiators would be the Montreal Forum.

o the actual talks, of necessity, are confined to full-ime union officers. No rank-and-file member has ever aken part in rail bargaining, or has the faintest idea f how such bargaining—or, rather, its travesty—is onducted.

n view of these complicating factors, two questions ave to be asked: (1) **Can collective bargaining, in the raditional sense, be made to work on the railways?** hat is, can any reforms be made to ensure that the arties will arrive at voluntary settlements potentially apable of winning membership approval? (2) **If ollective bargaining is unworkable in the railway ndustry, is there a satisfactory alternative** method of esolving labour-management differences that will ssure railway workers of adequate wages and work-ng conditions?

n order to answer question No. 1, we must under-and why collective bargaining is not functioning as should for the railways. We must realize, first of all, hat collective bargaining is a process invented, and ncorporated into legislation, for the benefit of the orkers and their unions—not for the benefit of the mployers.

mployers don't need collective bargaining rights. If here were no collective bargaining, employers would njoy full control over their business operations and he revenues they generate, and be free to distribute hose revenues as they wished. They would be free to ay their employees as much, or as little, as they saw t. **From the companies' point of view, collective argaining is really collective coercion;** if companies ad their way, they would not be saddled with it.

the absence of genuine bargaining on the railways **urts the workers and their unions** much more than does the companies. It has resulted in a steady ecline in standards of pay and fringe benefits, thus nabling employers to keep their payroll costs much lower than they would otherwise be. The Hall report has made a good start toward correcting these inequities, but there is every likelihood that a return to the rail bargaining travesties of the past would also mean **a return to substandard settlements.**

The reason for this is that **the railway unions,** unable to mount an effective strike that would not be cut short by Parliament, have no way of winning more generous concessions. Without some lever to counteract managerial resistance, they **can approach the bargaining table only as supplicants, never as equals.**

All of which is elementary, though it points to some obvious inferences. If collective bargaining is to be made workable on the railways, it can be done only **by achieving some balance of power between the companies and the unions.** That means either: (a) restoring the unlimited right of unions to strike, or providing them with a substitute weapon; or (b) penalizing the companies in some other way for failing or refusing to bargain in good faith.

The possibility that any federal Government would ever endow rail unions with **an unrestricted right to strike** can be discounted immediately. It will never happen; and everyone concerned knows it. On the contrary, it is **more likely that even the limited right to strike will be taken from them.** There is widespread support among MPs of all parties for the passage of legislation to impose **permanent compulsory settlements of rail disputes.** Many politicians have predicted that the 1973 rail strike was the last one that will ever be allowed to take place in Canada on a legal basis.

Illegal strikes, of course, remain a possibility—even a probability. But, unless motivated by a deep sense of injustice, they could not be expected to last long, or to muster the participation of most railway workers across the country.

The idea of a substitute weapon is intriguing. But what possible form could it take? In the context of prevailing labour laws, the sole recourse that unions have when dealing with an obstinate employer is the

collective withdrawal of the labour of their members. There are variations—slowdowns and rotating strikes, for example—but all of these are intended to halt or disrupt the employer's operations; and none appear adaptable by the rail unions, for as soon as they became effective, the ensuing economic disarray would trigger government intervention.

The attempt by the Non-ops last summer to bring the companies to their knees through **selective regional strikes,** without inflicting so much harm that the Government would be obliged to intervene, was **not successful.** It failed, partly because membership discipline started to break down after a month, but mainly because **the companies adapted to the strike rotations** by mass layoffs, by dropping their unprofitable operations, and by running the maximum number of trains during the non-strike periods.

It is a truism in the labour relations field that **free collective bargaining is possible only when employers have reason to fear the consequences of an impasse** more than the results of a peaceful settlement. The history of the rail negotiations drives home that lesson. **Having no cause to fear a strike** or the outcome of government action to restore rail services, **the companies have had no incentive to bargain in good faith.** They are not likely ever to do so—despite the relatively high costs imposed on them by the Hall report—unless they are subjected to an alternative form of pressure to replace the unions' illusory right to strike.

The only agency powerful enough to exert that kind of pressure is, of course, the federal Government. Presumably, the Government could arm-twist the Canadian National, because it is a Crown Corporation; but the prospect of that being done is remote.

If the federal Cabinet won't even compel Treasur Board to bargain in good faith with its own publi service employees, it's hardly likely to whip the C into line. Even if it tried to do so, it would still hav the powerful CPR to contend with—and the CP swings too much weight on Parliament Hill to b pushed around by anyone. If any corporation i beyond government influence in Canada, it's Cana dian Pacific. Maybe some day some government wi challenge CP's omnipotence; but it won't be over it neanderthal labour relations practices.

The CPR's approach to labour relations is the closes thing to "Boulwareism" on this side of the 49th paral lel. (Lemuel Boulware used to be a negotiator fo General Electric; his concept of collective bargainin was to make just one offer to the union on a take-it or-leave-it basis, and then to refuse to budge one cen above it. If the union went on strike, his response wa to outlast it, even if the strike went on for man months.) Boulware's extremely hard-line policy is sti followed scrupulously by **CPR,** which **prefers t absorb the cost of a strike, no matter how steep rather than concede a bargaining victory to a union.**

Although the CNR is the larger of the Big Tw railroads, it is the CPR'S hard-nosed approach that i reflected by company negotiators in the rail negotia tions. CN spokesmen usually let the CPR dominat the talks, probably because they know that the CP is virtually immune from political pressure. C officials also argue persuasively with Cabinet minis ters that, as the CN is in competition with CP, i should not be forced to incur higher labour costs tha those faced by the privately owned line.

A suggestion made in the Commons by MP Padd Neale was that **the CN-CP bargaining coalition b broken up to enable the unions to dicker with them separately.** Labour Minister Munro said he woul consider the idea. It would be an interesting experi ment, but it wouldn't really improve matters much **Nothing could prevent the two big carriers from agreeing** in pre-bargaining consultations **on common ceiling for their offers** to the unions. No would there be any guarantee that, even if the C

ved in and conceded more to the unions, the CP uld feel obligated to follow suit. CP President Ian clair would probably welcome the chance for an -out showdown with the unions, and—if the vernment kept out of the dispute—might well erge the victor from an endurance contest.

e **railway unions aren't equipped,** materially or ychologically, **for a prolonged strike. Few have ike funds,** and those that do have them pay striking embers far less than their normal wages. Railway rkers just aren't conditioned for long strikes, and er four or five weeks on the picket lines, their mili- cy would inevitably wane—especially in relatively v-wage areas like the Atlantic Provinces, rural uébec, and parts of the Prairie region.

ose who suggest separate negotiations with the CN d CP apparently assume that the country could thstand a lengthy shutdown of either railway tem as long as the other remained in operation. at is by no means certain. **The services provided by e two big carriers are not interchangeable.** Rail erations in the Maritimes, for example, are almost tirely provided by the CN; and in western Canada, ny of the CP's routes are far removed from those the CN. The unions too, would have problems with ir members if they concentrated on one railroad. e members are so accustomed to striking both CN d CP together that any decision to leave the ployees of one company at work while their co- rkers went without their pay cheques would create ch resentment, if not open rebellion.

obvious way to pressure the companies into gaining in good faith was advocated by the NDP's mmy Douglas during the Commons debate on the ergency legislation. Douglas argued that, as long as liament imposed minimal wage increases in forc- railway workers back on the job, it would profit companies to precipitate government interven- n. He suggested that **if Parliament instead was**

extremely generous in its wage awards, it would effectively deter the companies from pulling Parliament into the dispute to act as their enforcers of substandard wage rates. If CN and CP had reason to fear rather than welcome government back-to-work legislation, they might make a genuine effort to reach a voluntary agreement with the unions.

Unfortunately, there are **two flaws in that argument.** First, if the legislation called for wage increases well above the companies' offer, the companies could legitimately insist that the Government pay for its own generosity with increased subsidies or special grants to the railways; and thus, any deterrent value would

be wiped out. Second, if the unions had reason to think that Parliament would give them a better deal, they, rather than the companies, might be tempted to drag the Government into the dispute.

The more one studies the ramifications of the labour relations problem on the railways, the more one despairs of devising changes that will make collective bargaining workable in that industry. Undoubtedly, there are ways in which the federal Government could bring pressure to bear on the railways to negotiate seriously; but, in practical terms, there is little chance it will make any effort in that direction.

The Government's reluctance to frog-march the CNR and the CPR to the bargaining table would not stem entirely from a fear of the CPR. It **would derive also from the realization that the companies would then be as much the victims of an imposed settlement as the unions** have been for so long. The concept of "free" collective bargaining is that both parties must be free to bargain as they see fit, and that they be subjected only to the pressures they can freely exert against each other. If the Government had to hold a shotgun at the companies' heads throughout the negotiations, **the unions might just as well bargain directly with the Government,** for it would then be incumbent upon the Government to judge what would constitute a fair settlement.

It has been argued that the sobering effect of the Hall arbitration award will make the railway companies more inclined to negotiate a voluntary agreement for 1975-76. No doubt this is true. But **two big deterrents** persist that **will tend to keep the companies' monetary concessions below levels the unions could accept. One is the "ability to pay"** factor, which an arbitrator can disregard but the companies cannot. Their alleged financial limits may be open to question, but, if they were to exceed them voluntarily in granting wage increases, they could hardly claim reimbursement from the public treasury. Only when increased labour costs are forced on them, by legislation or arbitration, can they make a good case for additional government subsidies.

The second deterrent to company largesse in futur bargaining **is the fear that, no matter how generou management's offers might be, they would b rejected by the union members in a ratification vote** There may well be a tendency, based on th Shopcrafts' experience, for the rank and file to tur down any settlement freely negotiated between unio and company officials. The reasoning would be tha they have nothing to lose, and perhaps a good dea to gain, by precipitating another crisis and anothe compulsory arbitration award. Fearing that develop ment, company negotiators would be understandabl reluctant to go as high as they otherwise might in a effort to work out a peaceful settlement. They woul hold something back, if only to keep down the cos floor on which the arbitrator would likely improve.

Our reluctant, but logical, answer to question No. must therefore be "No." Given the essential nature o railway services, **there is no way that collectiv bargaining** as we know it **can be made to work in th railway industry.** And the sooner the companies, th unions and the Government accept that blunt fact the sooner the search for a substitute can be starte in earnest.

The Government seems to be ready to abandon th pretence that genuine negotiations can be developed It will not be so easy to persuade the unions and th companies to face up to that reality. After the encounter with Mr. Justice Hall, **the companies** can b expected to do their utmost to avoid a repetition unless they obtain some permanent guarantee of extr subsidies from the Government. Without such guarantee, they **will object strenuously to having a large part of their operating costs determined by an outsider,** and to the relinquishing of their attendan managerial prerogatives.

e unions' long-standing opposition to arbitra-n—whether voluntary or compulsory—**will be even ore difficult to overcome.** It was significant that, in same breath with which they applauded the Hall port, they reaffirmed their distrust of compulsory itration. "The Report," said the Non-ops' chief gotiator, R. C. Smith, "reflects the humanitarian alities of the man who wrote it, not the nature of mpulsory arbitration, to which we remain unalter-y opposed in principle. We were lucky to have had an of Mr. Justice Hall's calibre selected to arbitrate s dispute . . . His report, as we see it, gives us a just tlement in spite of the compulsory arbitration tem, not because of it."

e stigma attached to the term "arbitration" by our is so deep-rooted that it evokes an almost lovian response, and little effort is made to distin-sh between the compulsory and voluntary varie-s. **Unionists look upon arbitration** with only slightly s revulsion than the devil regards holy water, wing it **as the greatest threat to the sanctity of "free llective bargaining."** They tend to categorize the casional arbitrated settlement that is fair and just as aberration, as a one-shot deal not likely to be eated.

ny union members also see the Hall report as the mination of the crisis they created by last summer's ke. They argue that, without the disruptions caused the strike, they would not have received a fair and equate award. Many doubt that an arbitrator of ll's calibre would have been appointed if the strike d not been called.

other underlying factor is **the fear of some union ders**—particularly those at the secondary levels (the neral chairmen)—**that recourse to voluntary itration would determine their status** and nimize their role in the negotiations. Their role has eady been reduced to all but tokenism by the tralized nature of labour-management discussions the railways; but, at least in a strike situation, they e important duties to perform in directing activi-ties in their various regions. That role would also be denied them by the voluntary arbitration process, in which presentation of the unions' case is made largely by lawyers, economists and statisticians.

Even though these **union officers** realize what a sham the present system is, many of them **would oppose turning over the settlement of contracts to profes-sional arbitrators and technicians.** It is one thing to have arbitration thrust upon them after performing their ceremonial functions; it is quite another to step aside and let others perform the job they were osten-sibly elected to do.

Nevertheless, some railway union leaders are suffi-ciently intelligent and courageous to think the unthinkable, to admit publicly what they privately know: that free collective bargaining can never be achieved in the railway industry, and that there is basically only one substitute—some form of third-party adjudication.

Should the union leaders decide to tackle the formi-dable task of **persuading fellow officers and rank-and-file members to give voluntary arbitration a trial,**

there is no guarantee they will succeed. They will be sticking their necks out a mile, and inviting the risk of having the internal political axe fall on them. But there is at least a slim chance that they could get a mandate to go the arbitration route, if only as a one-shot test.

They have eight good arguments to put forward in favour of such a test: (1) There is a strong likelihood that the next contract dispute, if it follows the past ritual, will provoke permanent compulsory arbitration legislation, which would be far less palatable than voluntary arbitration. (2) Because voluntary arbitration itself would be on trial, the Government would not likely jeopardize its success by appointing a second-rate arbitrator. (3) The criteria set by Hall would be impossible for any future arbitrator to ignore. (4) The limitations on the companies' ability to meet union demands, always present in direct negotiations, would be eliminated. (5) The immediate resort to arbitration would do away with the prolonged delays involved in most previous negotiations, and produce a much speedier settlement. (6) The money saved by the unions' not having to go through months of useless wrangling and a possible strike could be more profitably spent in upgrading services and communications to members, and in hiring the best professionals to argue the unions' case before the arbitrator. (7) The decision to try the arbitration route could be reached by conducting a referendum vote of the membership concerned, after the pros and cons of such a move were fully explained. (8) An experiment with voluntary arbitration would not lock the unions into a permanent commitment to it. They could reserve their option to revert to the old procedures if the ensuing settlement failed to meet their minimum expectations.

These are all strong arguments for giving voluntary arbitration a whirl. Whether they are sufficient to overcome the intense emotional aversion to arbitration felt by most union members is questionable. **No matter how farcical the railway bargaining process has become, the vested interests in preserving it are deeply entrenched on the management as well as the union side.** It may well be that, unless overridden forcibly by a Parliament determined to replace destructive ritual with constructive reform, the status quo will remain.

But there are grounds for optimism. Last year's strike had a sobering effect on everyone involved, and nobody wants an early repetition. The obvious fairness of the Hall report, and the important criteria it provides for the future, have to some extent blunted the unions' traditional distrust of arbitration. Although they would naturally prefer the freedom to negotiate their own working agreements, they know that freedom is unattainable, even if they hesitate to admit it.

In the absence of genuine bargaining, then, arbitration in some form is the only logical alternative. What counts is the end result. Voluntary arbitration may prove to be a disappointing experiment. But the railway employees and their unions will never know for sure unless they agree to try it. At least once.

(Ed Finn is Publications and Information Director of the Canadian Brotherhood of Railway, Transport and General Workers. He has also been Labour Columnist for **The Toronto Daily Star** since May 1968.)

CONSTRUCTION TARGETS AND THE LABOUR SHORTAGE

BY TED WEINSTEIN

A shortage of labour is the one obstacle that could prevent Canada's construction industry from achieving a record $22 billion worth of building in 1974. This fact seemed to be a recurrent theme during the 56th annual convention of the Canadian Construction Association, held at Québec City in February. But, according to R.A. Bird of Toronto, new CCA Chairman, the problem could be alleviated if the federal Government alters its immigration policy to allow more workers to come to Canada.

Speaking at a news conference during the convention, Bird, who is President of the Bird Construction Company, urged that a return to the type of immigration policy Canada pursued in the 1950s was necessary to attract workers, especially from Europe.

"The industry has always relied heavily on immigrants," he said, "and the CCA is preparing a brief to be presented to the federal Government recommending policy changes that would allow more

Robert A. Bird

immigrants—particularly skilled workers—into Canada. We are talking about sophisticated labour that would probably come from European countries such as Italy."

He revealed that **the construction industry lacks personnel in several key trades,** including welders, heavy equipment operators, electricians and bricklayers. He did not estimate how many immigrant workers would be needed, but he reported that, in past years, between 3,000 and 4,000 new immigrants entered the industry annually. The CCA insists that the size of **Canada's labour force will continue to decline** during the next decade, and that immigration laws must be relaxed before the country is faced with a gap too big to fill.

"The most serious problem in 1974 will certainly be the availability of labour," Bird declared. "Part of the reason is attrition of the labour force during the long, slow period that preceded the recent construction upsurge. **The biggest problem is likely to emerge in Alberta,** where new emphasis is being given to capital expansion because of the energy crisis."

Earlier in the convention, Henry de Puyjalon of Ottawa, President of the CCA, predicted that construction value in Canada could exceed the 1973 total of $18.5 billion by as much as $3.5 billion. Construction, he said, is continuing on a high

number of projects carried ove from 1973, and production is we up at present. He agreed that th labour shortage could be a persis tent problem.

Réal L'Heureux of Québec City outgoing CCA Chairman, also cite the shortage of skilled labour as th industry's worst problem. Althoug there was a construction upsurg last year, the overall labour forc was reduced because of a five-yea decline preceding 1973. Availabilit of skilled workers has not caugh

) with demand, and the **industry** eeds time to recruit and train ore workers,** stated L'Heureux. he CCA and the Advisory Board r Building Trades in Canada have een meeting to seek a solution to e manpower problem.

he construction industry has been nsuccessful in its search for stable bour relations on a broad gional level, L'Heureux contin- d. Strikes and walkouts in 1973 ere considered as serious a oblem as material shortages and ice increases. But work **stoppages ere generally shorter and less vere than in previous years,** and e industry was taking advantage this year's relatively light rgaining schedule to strengthen internal organization, and to ify small, fragmented and widely spersed regional construction oups under the CCA. New unswick and Ontario, each of hich has hundreds of separate onstruction organizations, are tting up construction associa- ons this year and will affiliate with e CCA.

C. Belden of Montreal, Chairman the CCA Labour Relations mmittee, warned that the 1974 onstruction boom and labour portage could lead to **inflationary age increases if contractors arted bidding for skilled labour.** stead of entering a bidding war, e proposed, contractors should ork together to increase the illed labour pool by creating tter but shorter training ograms.

Continued Belden: "A particularly disturbing resurgence of interest in project agreements and other 'free-ride' agreements (on which deals are made to avoid work stoppages for the life of a project) is again threatening to nullify progress that was being made in stabilizing the industry and levelling out the grossly inflationary wage settlements that were characteristic of the industry in the late 1960s. If the industry allows itself to succumb to this movement, with the volume of work that appears in the offing, the resulting inflation will dwarf the increases of the late 1960s. It will take continued vigilance and major assistance from owner-clients to see that this does not happen."

Belden, who is retiring in July from his CCA position, reported **five major advances in labour relations areas of concern to the Association:** (1) all provinces except Manitoba and Saskatchewan, and federal government agencies, have given legal status to organizations of contruction employees for the purposes of collective bargaining; (2) construction labour relations associations have been established in the eight provinces having accreditation legislation, and labour relations councils are functioning in the other two provinces; (3) owner-client councils, designed to improve the understanding by the industry's customers of labour relations problems in the industry, are functioning in British Columbia, Alberta and

Ontario, and similar councils are being considered for other provinces, and on a national basis; (4) the number of labour relations officers in the industry are being increased, and their quality and capabilities upgraded through national and regional seminars; and (5) more mature and mutually beneficial means of settling differences between construction unions and employers are being established through joint national conferences.

J.R. Smith, President of the Conference Board in Canada, warned the delegates that major policy changes on the part of both government and private industry are needed if the unemployment rate is to drop to 4.5 per cent by 1976, as forecast by the Economic Council of Canada. **Monetary and fiscal policies alone cannot alleviate unemployment,** because the basic reasons for unemployment have changed, he said. More attention must be given to manpower policies that will help meet labour market demands more effectively. Needed also are better placement policies, training and mobility programs, new bridges between education and work, fundamental re-examinations of recruitment and manpower needs, and other structural changes aimed at easing labour bottlenecks.

Smith cited what to him are the five basic causes of unemployment: the mismatching of labour supply and demand because of recent rapid shifts in the structure of demand and production; affluence that allows the unemployed more time to find work; increased job-hopping; a lack of initiative by employers to adapt traditional recruitment and employment policies to radically altered labour conditions; and inadequ response to the pressing need wide range of skilled tra despite high and rapidly ri incomes for technically ski workers.

Smith concluded his remarks the comment: "There obvious a genuine paradox in asserting the economy is now clos utilizing fully its basic produc resources while . . . one ou every 16 or 17 Canadians does have a job and is seeking one."

CANADA'S ECONOMIC PICTURE "CLEARLY TROUBLESOME"—OECD

BY GEORGE SANDERSON

"During the past 12 months the performance of the Canadian economy has been impressive... but under the surface of this relatively bright picture, old problems have remained largely unsolved and new ones have emerged." This is the gist of an updated annual review of Canada's economy released in February by the Organization for Economic Co-operation and Development.

The OECD review said that after three years of business upswing and strong employment growth, **unemployment and inflation continue to be the major concerns in the Canadian economic picture.** "The upswing in activity gathered further momentum [in 1973] with a marked revival of business fixed investment... output and employment grew very fast." But "the unemployment rate as measured by the labour force survey is still above 5½ per cent."

In an earlier review of Canada's economic performance, the Paris-based organization forecast a 5 per cent real growth in Canada's Gross National Product this year—against an average real growth of 2½ per cent for the combined OECD membership—but warned that the price outlook for 1974 is "unsatisfactory."

In its **Economic Outlook** published in December, the OECD explained that its forecast of more than 5 per cent real GNP growth is based on the assumption that business fixed investment together with private consumption will remain a source of buoyancy this year. Business fixed investment—a latecomer in the present upswing—will constitute the most expansionary force,

and total consumer expenditure is likely to move roughly in line with real GNP.

Other countries that are likely to do much better than the OECD average are France and the United States. But inflation in France is increasing, and America faces rising unemployment coupled with an inflation rate that could reach 8 or 9 per cent this year.

Last year, according to Statistics Canada figures, the economy showed its greatest gain in seven years—a rise of 7.1 per cent in real GNP growth after deduction for the steepest inflation in 22 years. A recent Statistics Canada report said that "an extremely strong rise" in unfilled business orders showed that the economy's expansion would have been even greater had there been no shortages of equipment, materials, skilled labour, and manufacturing capacity. "Gross National Product at market prices rose by $15.3 billion, or 14.8 per cent, to reach a level of $118.7 billion. This was the largest percentage registered since the early 1950s, when expansion was associated with rapidly rising prices during the Korean War period," the report added. "The growth in GNP of 7.1 per cent in real terms was well in excess of that experienced in any year since 1966. By comparison, real growth amounted to 5.8 per cent in both 1971 and 1972." The expansion in 1973 was led by consumer spending (mainly on durable goods) and housing construction; as in the previous two years.

An 18 per cent increase in the va
of fixed business investment-
per cent in terms of volume—g
an additional boost to
economy. "There are indicati
that the fast pace of business fi
investment in plant and equipm
will continue in 1974."

Statistics Canada observed a
that employment in 1973 show
the biggest annual gain e
recorded. Unemployment ra
came down over the year to 5.6
cent of the labour force from
per cent in 1972 despite a la
increase in the numbers seek
work.

But "inflation was particularly severe in 1973," the report commented. Living costs rose 7.6 per cent, corporate profits climbed about 37 per cent, labour income—comprising more than half the GNP—rose more than 12 per cent (compared with 10.7 per cent in 1972), and accrued farm income shot up 83 per cent.

The "astounding" rise in farm income reflected sharply rising prices in international grain markets. The acceleration in labour income resulted from gains in employment and from a rise in average earnings. Wages and salaries rose at similar rates in the manufacturing and service sectors. The 36.9 per cent increase in corporate profits "represented a sharp acceleration after very large gains of 16.2 per cent in 1971 and 20.6 per cent in 1972. Since 1971, this component has been rising faster than total income generated and now represents 12.5 per cent of GNP, the largest proportion since 1952."

Commenting on the problem of inflation in Canada, the OECD experts noted in February that a degree of price acceleration was normal during the course of the current strong business upswing, but "the present rate of inflation is clearly out of line with earlier cyclical experience."

Between 1955 and 1973, Canadian consumer prices rose at an annual average rate of 2.7 per cent, slightly less than the average for Europe and the U.S. But "with a year-on-year increase in the consumer price index of 7.6 per cent in 1973, the loss of price stability, at least in relative terms, has been as pronounced as in most other OECD countries. ... The fact that external influences have mainly been responsible can offer little comfort."

Many other countries, however, experienced even higher rates of inflation, according to OECD figures. In the 12 months to December 1973, prices were up 30.6 per cent in Greece, 19.1 per cent in Japan, 13.2 per cent in Australia, 12.5 per cent in Italy and 10.5 per cent in Britain. OECD members that experienced smaller increases than Canada include: the U.S., 8.8 per cent; France, 8.5 per cent; Germany, 7.9 per cent; Sweden, 7.5 per cent; and Luxembourg, 6.2 per cent—the lowest rate in the OECD.

The 24-member organization points out that the sharp rise in world prices of food and raw materials has been a principal factor behind the problem of accelerating inflation in Canada. Between the third quarters of 1972 and 1973, import prices of food and raw materials rose by 34 per cent and 22 per cent respectively. "But this observation should not obscure the fact that this external influence has been superimposed on a longer-term trend toward higher cost and price increases."

The OECD had stated earlier that "the rise in most raw material prices seems to have levelled off,

and the rise in food prices has shown signs of a slowdown, influenced by milk and bread subsidies. On the other hand, the sharp rise in prices of imported oil and the pricing of Canadian oil exports at going world rates will most likely entail substantial increases in domestic energy prices, reinforcing cost pressures from the wage side."

The OECD makes it clear that Canada's inflation problem is not due entirely to external factors. Wages have contributed to the problem by increasing considerably faster than was justified by gains in productivity.

The February forecast notes that wage settlements, remarkably stable over the past 3½ years, will probably accelerate further in response to renewed inflation and the slow advance in real take-home pay. "With low productivity growth, unit labour costs are therefore likely to rise rapidly in 1974." None of these problems lends itself to easy and quick solutions, say the economists. "The present situation in Canada is clearly troublesome."

The OECD experts are somewhat critical of the methods used by the federal Government to deal with inflation. "While the combination of investment promotion, full capacity growth and manpower policy should gradually serve to ease the unemployment problem, no equally comprehensive strategy has as yet been developed to cope with the problem of inflation," they assert.

Government measures, including tax cuts, food subsidies, income relief payments and more frequent pension adjustments have essentially confined themselves to "alleviating the adverse effects of inflation on the socially weaker groups. In addition, temporary export controls were imposed to increase the supply of goods in the domestic market." The OECD thinks that these measures have helped to cushion the impact of inflation on the harder-hit "but have obviously not contained the risk of continuing strong inflation."

Commenting on the effectiveness of stabilization measures, the report stated: "Everyone involved in the price and income formation process should have an interest in maintaining or promoting a machinery of regular consultations on wage-price developments and related policy issues ... A primary objective of these consultations, possibly aided by joint research efforts, might be to inject considerations of common interest into wage and price decisions, thus ensuring support for warranted or necessary price and income adjustments."

Prime Minister Trudeau belie
that Canada can solve the cos
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at a Liberal fund-raising dinne
Toronto, the Prime Minister s
that, "in contrast to most o
countries, Canada has
resources necessary to cope v
inflation.

"We have more than enough f
on our land and in our seas to m
our needs. Almost alone among
industrialized nations, we pos
adequate energy supplies.
question is not whether we h
the resources or the will neces
to deal with inflation—we do.
question rather, is how we
about it.

"We have chosen," contin
Trudeau, "to protect Canadi
from inflation through the met
of flexible and selective gove
ment intervention, rather t
choosing the rigid system
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because a wage and price fre
"would solve nothing." Instea
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nessman and salaried worker
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Strict controls might also have
uneven effect regionally, "wit
more negative impact" on regi

ke the Prairies and the Atlantic rovinces. The Government's ong-range effort to deal with the auses of inflation, Trudeau said, is most importantly directed to ncreasing domestic supplies of ssential goods and commodities."

ooking ahead to the remainder of his year, the OECD forecasts much less employment growth than in 1973] and possibly a ecline in spending on durables, otably cars." Although Canada's usiness outlook is much brighter han in most other OECD ountries, "it is unlikely that anada will survive a continuation of the international oil supply shortage without any negative repercussions on the employment situation and real output." The world oil supply and price situation is "not expected to reduce Canadian production potential to any significant extent during the first half of 1974, but it is likely to have important implications for prices and the demand side." The report emphasizes, however, that wise economic management by the Government might be able to offset these negative factors to a large extent.

Business fixed investment, on the other hand, has begun a long-expected upswing, and this, together with rapid growth of real income, is likely to constitute an important source of buoyancy through the remainder of the year. Real growth of private consumption is expected to be weaker than in 1973.

Although Canada's agricultural exports are expected to remain brisk, the "limitations of real output and hesitant demand developments in the U.S., Europe and Japan will substantially reduce the growth of Canadian foreign markets. The slowdown should, however, be felt less than in most other countries because Canada is favourably disposed to supply and compete in energy-intensive products. Moreover, to the extent that Canadian car production is more concentrated on smaller units than in the United States, automotive exports might survive the likely drop in total North American car sales relatively well."

Although the economic picture in Canada is "clearly troublesome," compared with other OECD countries, Canada is relatively well off, the experts conclude.

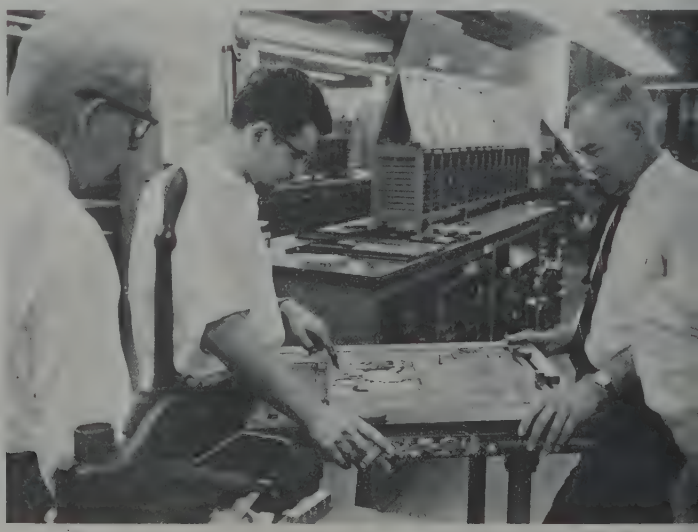
JOB DISCRIMINATION AGAINST THE OVER-40s

Life may begin at 40 for some people, but for many others it is the start of a bitter struggle to survive in a highly competitive world. **In the industrialized countries, people who are past their 40th birthday are frequently considered too old for a new job,** according to a recent survey by the International Labour Organization. And as these people grow older, their prospects get dimmer. Workers over 45 can count on waiting four times as long for a new job as workers under 20, and in some countries, people over 50 make up two thirds of those who have been unemployed for more than six months. The unemployment rate for ageing women is higher than for men.

Manual labourers are usually hit first and hardest. But office workers and executives are also affected. After a long and bitter struggle, some give up, the ILO learned, and "psychiatric clinics are full of these middle-aged dropouts."

ILO statistics show that more than *968 million men and women*—**almost a quarter of the world's population—are 40 or older,** and in the industrialized countries (Europe, North America, Ja U.S.S.R. and Australia) the ra already one in three. Fore cited by the world labour or zation say that the proportic older people will continu increase—at the rate of 3.8 m a year—because of better h care.

Difficulties of the over-40s in ing employment stem from education, training and prac



xperience—often "the products of nother age." Few are given the pportunity to refresh their skills nd to keep abreast of rapid tech-ological change. Employers are ften reluctant to spend money aining or retraining older workers ecause of the relatively short eriod of working time left to em. Moreover, senior employees emselves often resist the recruit-ent of other older workers to rotect their own jobs and keep pen their own path to promotion.

he best insurance for the old, ggests the ILO study, **is "high rofessional qualifications, oupled with life-long re-educa-on and training."**

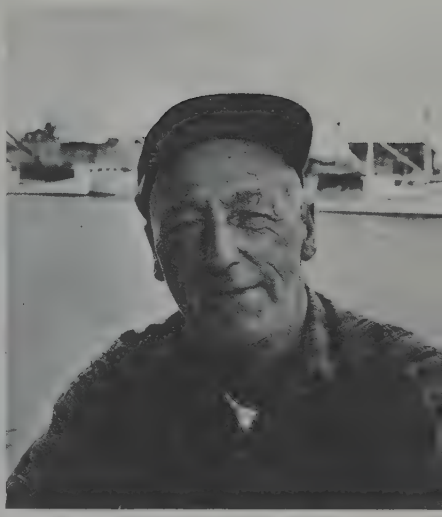
he world labour organization says is discrimination against older orkers is unjustified, and that mployers have false ideas about e capacity of the over-40s to dapt to changing methods. Tremendous strides made by etter health care and better diet ave not only lengthened life, but ave also improved its quality in e riper years," the survey says. echnological progress has dimin-hed the physical strains of work nd has created a new social amework in which people grow der, it adds.

Yet both **open and hidden forms of discrimination continue to flourish in many countries.** Job advertisements often express a preference for youth: Announcements using such phrases as "recent university graduate," "junior executive," imply that applicants aged 40 to 65 will not be considered. According to a recent survey in Britain, every second opening in the managerial and administrative fields stipulated an age limit of 40.

Several countries have already taken steps to eliminate such practices, the study notes. The U.S., for example, made age discrimination illegal in 1967—as did Costa Rica in 1970—and France has banned the expression of age limits in advertised job vacancies. Other countries, including Britain, are preparing similar laws. The Government of Spain is trying to dissuade employers from firing men and women over 40, and Sweden has lengthened the minimum period of dismissal notice for workers older than 45. Belgium offers financial incentives to employers who take on older workers; in Communist countries, older employees are generally kept on until they become eligible for retirement pensions.

The ILO is now seeking international action on behalf of ageing workers—new labour standards that might provide a much needed framework for existing national efforts and stimulate further action to protect older workers who are now liable to be fired in the ruthless march of "progress."

G.S.



BUSINESS MUST CHANGE ITS ATTITUDES ABOUT HIRING

BY MONICA TOWNSON

Business will have to take a closer look at the dramatic change in the structure of the Canadian labour force over the past few years.

The change—**to a younger labour force with a far higher proportion of women**—shows every sign of becoming permanent. It **will require business to make some radical changes in hiring, training and promotion practices.**

There is already evidence that a failure to adapt to changing conditions is part of the explanation for the difficulty some industries have in filling vacancies, despite the relatively high level of unemployment reported in the federal government's labour force survey.

THREE CHANGES

There are three main changes in the labor force of today compared with a few years ago:

- **More women:** 10 years ago women made up about 25 per cent of the labour force. Now they are 33 per cent of a much larger labour force.

- **More young people:** the postwar "baby boom" bulge is now passing rapidly into the labour force. Ten years ago one worker in five was under 25; now more than one worker in four is in that age group.

- **Fewer immigrants:** last year 59,000 workers (not counting dependants and students) immigrated to Canada. Fiver years ago, in 1967, immigration added just twice as many workers—119,000—to the labour force.

here are indications that **employ-rs have not yet taken these hanges into account in their iring practices.** Manpower Minis-er Robert Andras hit out, in a ecent speech to the Commons' iscellaneous estimates commit-ee, at unrealistic hiring standards.

ndras said he would launch "a oncerted attack on the artificial nd unrealistic hiring standards sed by many employers—in-luding public employers—in anada." This would be part, he aid, of a "new employment strat-gy" by the federal Government.

he manpower minister cited three ffects of hiring practices not djusted to the new shape of the abour force: "They inhibit the roper functioning of the labour arket. They waste talented anpower resources. And in the nd, they are self-defeating for the mployer."

WO EXAMPLES

anpower centres in Toronto, for xample, report that tool and die akers for the machine trades are short supply. So are general achinists and machine tool set-p operators. But employers are sking for workers at the "journey-an" level and those workers who re registered with manpower entres have not had that much xperience.

Employers in the Toronto area are also trying to find motor vehicle mechanics with a Class A licence. But the manpower department's regional economist says that employers do not want to provide the apprenticeship training required in order to get the licence. "They don't seem to realize," he says, "that if they don't train the apprentices, they won't get qualified people."

THE YOUNG

This reluctance of employers to take on unskilled workers and train them on the job contributes to the high unemployment rate among young people. Nearly 50 per cent of the Canadians now listed as unemployed are below 25 years of age.

Andras has promised "a major attack on unemployment among our young people." This will include the department's new book for guidance counsellors and Canada Manpower Centres called **Careers Canada.** Says Mr. Andras: "Improved preparation of youth for the world of work is a critical need." He admits that high youth unemployment results not only from the baby boom of the 1940s and 1950s, but from "structural inefficiencies in the labour market and the changing attitudes and expectations of young people themselves."

One theory about high unemployment among young workers is that it results from generous unemployment insurance benefits which encourage housewives and teenagers to work for a few weeks at a time so they can qualify for benefits. These people, it is alleged, list themselves as part of the labour force although they have no intention of taking permanent employment.

So far, little specific evidence has been offered for this point of view. The length of time young workers are off the job—and presumably claiming unemployment insurance benefits—is no greater than for other sectors of the labour force. The majority of under-25s who were unemployed in October, for example, had been out of work for three months or less.

The trouble some employers are now reporting in finding the kind of workers they need seems to indicate that a prediction made last year by Dr. Sylvia Ostry, Canada's chief statistician, is coming true.

Ostry, projecting the trend toward a younger labour force containing more women, said business would need to become more flexible in personnel practices "if we are not to encounter serious bottlenecks and consquent cost-push pressures."

Speaking at a Conference Board "Business Outlook" session just over a year ago, Ostry said that "35-54-year-old males—that segment of the labour force which

has traditionally been the most eminently employable—will become both absolutely and relatively scarcer."

Ostry said that this age group, which made up 31 per cent of the labour force in 1950, had shrunk to 27 per cent in 1970 and may be down to 23 per cent by 1980. At the same time, unemployment for the group has steadily declined, while jobless rates for other sectors—and particularly for younger workers—have gone up.

"In other words," she said, "little substitution has taken place in response to changing patterns of supply during the 1970s."

She called for "an active policy on the part of the government and industry to reduce barriers to movement and to encourage substitution."

FULFILMENT

The amount of "substitution" so far apparent has not prevented the bottlenecks predicted by Ostry from developing.

Industry has, in fact, made little substitution of women workers in jobs traditionally occupied by men. Ingrained attitudes die hard. But they are not impossible to overcome if the need is great enough. In wartime, for example, women have been used to do all kinds of work previously reserved for male workers.

The manpower department has had a women's employment section for a year and a half. But there seemed to be no great pr to make it effective until Al Gotlieb was appointed dep manpower minister in May.

"We have to recognize," s Gotlieb, "that there may have b problems in our own natio employment service. Ma counsellors living in society ten form attitudes.

"We are doing all we can, and w a lot of positive response, to m counsellors fully equipped to c with the problems of wom workers and to eliminate hangups and lack of respons ness in themselves."

Five special advisers on employment of women have b appointed, reporting to regional director general. And department is re-examining training schemes to make sure they are not merely train schemes for men which are o to women, but that they "geared to the needs of all clie including women."

Convincing industry to acc women workers, once trained, be a much tougher problem much depends on the perso attitude of the individual who d the hiring. But the departmen preparing film strips, in wh employers who have hired wo for jobs traditionally done by m talk about the positive results have had. The films will be sh to other employers in an attem persuade them to hire trai women workers too.

Not only has the compositio the labour force changed bu has its attitude and this affects ability of industry to fill vacan Workers have become m choosy about rates of pay conditions on the job.

VORK CONDITIONS

People are not willing to work for ow wages under poor conditions," ays the Manpower Department's istrict economist in Toronto.

he constant shortage of sewing achine operators illustrates what e means. In the past, there was a eady supply of immigrant labor r these jobs, but the turnover was igh because pay was poor and orking conditions not up to the andard on other jobs. Higher bour costs, however, might force mployers out of business.

oah Meltz, professor of labour conomics at the University of oronto and formerly adviser to the anpower department, says this ises the question of what anpower policy should be when ere are labour shortages in jobs ch as these.

n the past," says Meltz, "policy as tended to be designed to crease the supply in areas where ere are shortages." But he elieves the policy approach hould be on the demand side—at is, looking at why workers are ways in demand in some indus-es.

he government might decide that e continued existence of the dustry was not worth the effort of lling and refilling such vacancies. r it might be able if it was eemed important that the dustry survive—to work with ompanies to raise productivity d thus make higher wages and tter conditions possible.

Manpower centres do try to put some pressure on employers to improve conditions and pay where vacancies are hard to fill for these reasons. But these questions really fall under the jurisdiction of the provinces rather than Ottawa.

Gotlieb cites a Manitoba garment firm which was bringing in labour from the Philippines to work in what were regarded as sub-standard conditions. The case was referred to the provincial manpower committee.

(Provincial committees, with no statutory powers, were established about a year ago with the manpower department and each provincial Government. The results have apparently been impressive.)

IMPORTING WORKERS

It is significant, says Gotlieb, that **Canada is beginning to import workers to fill jobs Canadians refuse to take.** Caribbean fruit pickers are one example.

"My guess is that if we did not import the labour the tomatoes would not get picked," says Gotlieb. He says the use of Caribbean pickers was "a very controlled program."

On the other hand, some employers are now complaining that the flow of skilled workers from outside Canada has dried up. Gotlieb is inclined to dismiss these claims: "The truth of the matter is that we are still getting substantial numbers of skilled immigrants from Europe and employers are trying to find people there." But it is a fact that **the total number of workers coming to Canada as immigrants has declined.**

Meltz puts forward what he calls a "wild hypothesis" on this question: that it may be easier to recruit people through immigration than to get them from other areas of Canada. This could account for the fact that, even though there are labour shortages in some areas of the country, there is high unemployment in other areas. "If you readily increase the labour supply through immigration," says Meltz, "there is less incentive for people to move within the country."

Ottawa is trying to change its manpower policy to take account of the changing labour force. The new direction is to approach the different segments of the work force—the young, the adult male workers, women—with policies to suit the needs of that segment.

But the manpower department realizes that federal policy cannot do much on its own. The change will only be effective if it also exists among employers. "The real thrust," says Gotlieb, "has got to come from the private sector."

(Reprinted with the permission of the **Financial Times of Canada.** Monica Townson is Economics Editor of the **Financial Times of Canada.** She is a graduate of the London School of Economics and has worked as an economist with banking and investment counselling firms in Britain and Canada.)

THE PROS AND CONS OF UNEMPLOYMENT INSURANCE

Canada's unemployment insurance program, initiated more than 30 years ago (LG 1940, p.684) as a part of the country's social security program, has been the target of much criticism during the past few years. **Is unemployment insurance a plan to protect the working public against involuntary unemployment, or has it become a social assistance scheme like welfare?** A panel discussion and public forum in Toronto in January tried to answer this question.

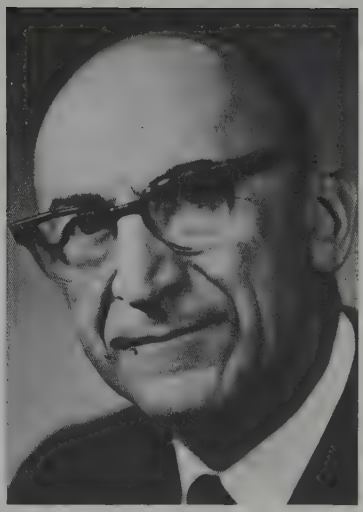
In 1972, unemployment insurance became an election issue when the program's benefit payments passed the $2 billion mark. Charges abounded that the fund was being defrauded by many persons not actively or seriously seeking work. Employers claimed that unemployment insurance paid people more to stay at home than to work. Workers criticized the scheme because it was open to abuse, and because their contributions to the plan, through payroll deductions, were supporting persons who were abusing it. Politicians tried to remain neutral on the issue, because to take one side or the other would have meant risking alienation and loss of support.

Speaking in favour of the unemployment insurance plan at the Toronto forum **were Bryce Mackasey, Liberal Member of Parliament** and a former minister of labour and of manpower and immigration, **and Frank Chaf[illegible] the Canadian Labour Congr[illegible] Critics of the program were K[illegible] Rapsey,** President of the 8,[illegible] member Canadian Manuf[illegible] turers'Association, **and Reul[illegible] Baetz,** Executive Director of [illegible] Canadian Council on So[illegible] Development.

Mackasey declared that unemployment insurance plan [illegible] not weakened the work ethic, [illegible] that it is being used as a scapeg[illegible] by **too many companies** who tr[illegible] **exploit labour and then blame [illegible] program for luring workers aw[illegible]** "Many companies shouldn't bl[illegible] unemployment insurance if t[illegible] can't get staff. Instead, they shc[illegible] give their workers the treatm[illegible] they deserve," he said.

yce Mackasey

Frank Chafe



Keith Rapsey

ackasey, who introduced the rrent revamped unemployment surance plan in September 1972, signed as minister responsible for amid controversy over its cost. t he defended the program ainst charges of excessive abuse, d emphasized that it made it more ficult for workers to qualify for nefits. He denied criticism that ny persons were working for the ndatory eight-week period cessary to qualify for benefits, d then quitting to pick up employment insurance cheques. **also denied that students were main group of unemployed rkers abusing the system.** "Less n 15,000 of the student popula- n eligible for unemployment insurance in 1972 drew benefits. My experience with students in recent years indicates that they are as wise, responsible and honest as any other group of Canadians," Mackasey declared.

Chafe, another staunch defender of the current unemployment insurance program, said that the system conjures up in many people's minds a picture of "everybody gorging at the trough, then sitting around like fat cats." **Not only is this a wrong impression; it is also a slur on the working man,** he stated. "I'm not prepared to point the finger at the workers and say they are abusing unemployment insurance to the point where it is a national scandal, because I just don't believe it," declared Chafe.

"The culprits are not ordinary working stiffs, but people who had no intention of working in the first place, or people who take unemployment insurance as pin money."

Some of the faults in the system—**one of the best unemployment insurance programs in the world**—lay in its administration, Chafe continued. "The Act was sound, but it was brought in at a time when the staff around the country were unprepared for it . . . and there was a great deal of administrative uncertainty."

Rapsey attacked the program, and insisted that **the costs** of unemployment insurance **have skyrocketed at a rate out of all proportion to the needs of the country's workers.** Benefit payments have tripled in the last three years, he said, and the plan

does not reflect either the unemployment or insurance aspects. "The Unemployment Insurance Commission is distributing money, not just like a drunken sailor, but rather like an oil well, gushing wildly."

Now that emotional criticism has died down, a calm appraisal is needed, he suggested.

Expressing the hope that Manpower Minister Robert Andras will soon institute the changes that he had said were coming, Rapsey declared that the current program is "a boon to the deserving unemployed, but at the same time a glorious windfall to those who would much prefer to live at their neighbour's expense rather than work." The program makes it difficult for employers to find employees, increases cost pressures, and lowers productivity through workforce turnover. Manufacturers resent the fact that many young people are **"among those taking the most advantage of unemployment insurance,"** he added.

Baetz asserted that he did not oppose unemployment insurance, but he expressed the view that **the current program needs a complete overhaul** because it is a failure. It is unfair to the 2,000,000 Canadians who pay into it but who are excluded from collecting payment,

Reuben Baetz

he explained. The insurance is also "a very blunt instrument" in helping the poor, because payment is based on a claimant's former income: the smallest benefits go to those with the lowest incomes. Moreover, the inefficiency of the plan is demonstrated by the fact that the number of employees staffing it has risen from 3,000 to 13,000, Baetz added.

The Canadian Council on So Development supported revised insurance plan when changes were proposed two ago, he continued; but "at le am man enough to admit tha made one or two bad mista And I wish, dear Bryce, that would too," he said, addres Mackasey.

Baetz pointed out in his conc ing remarks that many **prof abuses occur in families with or more breadwinners, becau is easier for one of them to q job and collect unemploym benefits.** The vast influx of ma women into the labour force created a new ball game, an one is yet certain what the rules will be." He proposed because almost half the claim on unemployment insuranc between 14 and 24, a more e tive way to help them wou through training, educatior career planning.

(Editor's note: This same subj the theme of **50 Years Ago** p. 253.)

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LABOUR LEGISLATION IN 1973
PART 3: APPRENTICESHIP AND TRADESMEN'S QUALIFICATIONS

BY CAL McKERRAL

During 1973, changes were made in apprenticeship and tradesmen's qualification provisions in the federal jurisdiction and eight provinces. New Brunswick amended its Industrial Training and Certification Act to allow for the issuing of certificates of qualification in a trade to those who have neither passed exams nor established qualifications in other provinces. In other jurisdictions, the changes consist mainly of new rates of pay for apprentice tradesmen, new standards and training programs for some trades, and the addition of new trades to those falling under the provisions of the relevant apprenticeship acts.

FEDERAL

In the federal jurisdiction, a new regulation under the Adult Occupational Training Act raised the weekly allowances for those enrolled in occupational training programs. The allowances are scaled according to the number of dependants, with an additional amount in all cases for trainees who must live away from home while training. The minimum allowance is $40 weekly, the maximum, $128.

ALBERTA

In Alberta, regulations were issued under the Tradesmens' Qualification Act to govern the trades of barber and beautician. The regulations provide that a holder of a certificate of proficiency in either trade is eligible for the examination for the certificate of proficiency in the other trade. An applicant for this certificate must establish at least 3,600 hours of experience in the trade, or 1,400 hours of instruction and practice in a course approved by the Department of Manpower and Labour, or a combination of training and experience equivalent to either of these requirements. The holder of a certificate of proficiency in either trade may not supervise the work of more than one apprentice. A minimum of eight months of employment as an apprentice is mandatory, unless previous formal training in the trade permits an abatement. Apprentices employed in the trade must not be paid less than the minimum wage established under the Alberta Labour Act.

In the trade of power electrician, an apprentice must have proof of proficiency and at least four years experience to apply for a certificate of qualification. Apprentices not attending technical courses must be paid not less than 50 per cent of the wage of a journeyman during the first period, 60 per cent during

the second period, 67.5 per cent during the third period, and 75 per cent during the fourth period.

BRITISH COLUMBIA

In British Columbia, the trade of boilermaker (erection) is now a designated trade for which certificates of proficiency may be issued under the Apprenticeship and Tradesmen's Qualification Act. A candidate must submit proof of having completed a qualifying time of 6,000 hours in the trade, and must pass a prescribed examination in order to qualify for the certificate of proficiency.

Monthly subsistence allowances for pre-apprentices and apprentices attending prescribed daytime technical training classes were provided for under the Apprenticeship and Tradesmen's Qualification Act. A single person living at home may be paid $60 a month, a single person attending school away from home, $120, a married person living at home, $180, and a married person attending school away from home, $240.

NEW BRUNSWICK

The Industrial Training and Certification Act in New Brunswick was amended to permit the Industrial Training and Certification Board to issue certificates of qualification in a trade to a person who has neither passed an examination, completed an apprenticeship program, nor established his qualifications in another province. The certificate of qualification issued in this manner must be stamped to indicate that the certificate was issued without examination.

Regulations were made under the Industrial Training and Certification Act establishing the priority of minimum wage orders issued under the Minimum Wage Act, and requiring payment of wage rates higher than those contained in the provisions of the Industrial Training and Certification Act. The regulations permit a person to be a candidate for a certificate of qualification in the lineman (electrical utility) trade and the construction lineman trade if he files the prescribed application with the Department of Labour, and proves to the Department that he has the equivalent of five years of practical experience in the lineman (electrical utility) trade, or four years of practical experience in the construction lineman trade.

Provisions for wages of an apprentice have been changed. The regulations now cover an apprenticeship of two years duration. The apprentice is to be paid 50 per cent of the average hourly rate of a journeyman in the trade during the first thousand hours, 60 per cent during the second thousand hours, 70 per cent during the third thousand hours, and 80 per cent during the fourth thousand hours.

NOVA SCOTIA

In Nova Scotia, the marble, tile, and terrazo trade is now regulated by the provisions of the Apprenticeship and Tradesmen's Qualification Act.

ONTARIO

The Province of Ontario has de nated several new trades as b covered by the Apprenticeship Tradesmen's Qualification Act, has revised training programs others.

The trade of ironworker is nc designated trade. The train program consists of three 2, hour periods of related work e rience provided by the emplc and training (full-time day cla at a college of applied arts technology. Provision is made apprenticeship contracts with local apprenticeship committe the certified trade, for the issuir progress record books to app tices, and for periodic revie each apprentice by the l apprenticeship committee.

The trade of refrigeration an conditioning mechanic is covered by the Ontario App ticeship and Tradesmen's Qu cation Act. A training progra five 1,800-hour periods of rel training and work experience been established. The pro consists of a full-time educati course at a college of applied and technology (or equiva courses), and pratical training instruction by the employer. subjects to be followed and e inations to be passed are descr in detail by the new regulatior

Minimum wage rates for ap tice mechanics are prescribe each of the five training perioc per cent, 50 per cent, 60 per 70 per cent, and 80 per c respectively, of the hourly wag a journeyman, for both regula overtime work.

lso designated in Ontario was the ade of glazier and metal echanic. As with other newly esignated trades, a combination f full-time training in day classes a college of applied arts and chnology (or equivalent courses) nd practical training by the mployer is prescribed.

n apprentice glazier and metal echanic must complete four eriods of training and instruction, onsisting of 2,000 hours per eriod. If the apprentice has an ntario Secondary School gradua- on diploma, or has a pass stand- ig in Grade 12 English, mathe- atics and science (or, in the pinion of the director of appren- ticeship has the equivalent of these bjects), the training schedule is duced to four periods of 1,800 ours each. Prescribed examina- ons must be passed.

A in other trades, the wages for an apprentice glazier and metal echanic are measured as a rcentage of the average hourly ages of a journeyman, for both gular and overtime hours. These es are: 60 per cent during the fst 1,000 hours of training and istruction, increasing by five rcentage points for each sceeding 1,000 hours, to a maxi- um of 95 per cent during the ehth 1,000 hours.

Training programs in Ontario have ben revised for plumbers, lathers ad steam fitters, and more strin- ent requirements for certification operating engineers are now in fce.

A apprentice plumber must now pss through a training program cosisting of five periods of train- in and work experience of 1,800 hurs each. The program is a combination of full-time day classes at a college of applied arts and technology (or an equivalent course), and practical training and instruction by the employer. Specified examinations must be passed.

To be registered as an apprentice lather, a candidate must graduate in a course for the trade of lather offered in the occupational program of a junior or special vocational school, and he must be recommended by the director of that school. The apprenticeship program itself is made up of three periods of related training and work experience of 1,800 hours a period. The apprentice himself is responsible for recording the time spent in related training and work experience. This record is made in a progress book issued to the apprentice by the director of apprenticeship. Renewal of a certificate of qualification in the certified trade of lather is not required.

Regulations issued under the Operating Engineers Act set out more stringent requirements for a certificate of qualification in that trade. Also, a person who qualifies for certification as a stationary engineer (fourth class) on or before July 31, 1974 has 30 days from that date to complete the examination conducted by the Board. A person who holds a certificate of qualification as a stationary engineer other than a first-class certificate has until March 31, 1975 to apply for and pass the examination for a higher certificate.

The apprenticeship program for the trade of steam fitter now consists of five periods of related training and work experience of 1,800 hours each. A provision under the former regulation related to a credit of hours for the periods of training and instruction to an apprentice who holds a secondary school graduation diploma has been repealed. Also, the certificate of qualification no longer expires each year.

QUÉBEC

Minimum wages for apprentices working in the hairdressing trades were outlined by a regulation passed in Québec. These are, for regular hours: $1.25, $1.45, and $1.60 for the first, second, and third years of apprenticeship. For hours worked in excess of 45 hours in any week, the rates are $1.88, $2.18, and $2.40 for the first, second and third years of apprenticeship.

SASKATCHEWAN

Two new trades were added to the schedule of trades regulated by the Apprenticeship and Tradesmen's Qualification Act of Saskatchewan. The trades are lineman (electrical power) and roofer. The regulations merely designate the trades, and do not outline training programs or other matters related to certification.

(The foregoing article, prepared by Cal McKerral of the Department's Legislative Research Branch, is the third of a series of six reports describing developments in Canadian labour legislation during the year 1973. Included is legislation enacted up to the end of that year. The remaining three reports will deal with labour standards, human rights, and labour relations.)

BOOK REVIEWS

U.S. SOCIAL INSURANCE

Social Security In America; by Philip Booth; a policy paper published by the Institute of Labour and Industrial Relations of the University of Michigan and Wayne State University; 180 pages.

BY RONALD TENNANT

Prof. Booth, whose background in federal and federal-state social insurance programs dates back to 1936, describes the origins of the social security system in the United States, and the changes that have been incorporated into it, and he maps out an "agenda for change."

"In 20th century society, and for the urban industrial sector of all countries," he notes, "major risks to family security arise from interruptions in income caused by old age, unemployment, disability, and death of the family breadwinner." By contrast, for the rural poor and economically insecure city workers, risks lie in underemployment, malnutrition, ill health, immobility, and lack of marketable skills. Social insurance is an appropriate device for dealing with the former risks, but it has little to contribute to the latter, which can be dealt with more effectively by preventive health measures, income deficiency payments, special education training, and related services.

The author makes the observa
that the integration of
fragmented, three-legged appr
is essential because Americans
upon a federal system of re
ment, survivorship and invali
a variety of state programs
unemployment and work ir
compensation, and a wide ran
private fringe benefits.

he Depression of the 1930s, he rites, enabled the country to ercome long-standing inhibi- ns against federal intervention in e social and economic life of the merican people in the interests of eir economic security. Earlier overnment measures to alleviate stress caused by unemployment, d age, and family dependency ere piecemeal: limited to nergency situations, and—except r natural disasters—considered to local or state matters. It was this mate that encouraged passage of e Social Security Act of 1935, hich embodied many of the commendations of the Commit- e on Economic Security pointed in 1934 by President osevelt.

e 1939 amendments, Booth ints out, shifted the social secu- y system from the individual to family; the 1950 amendments precedents by extending cover- e to some 10 million formerly luded employees and self- ployed persons, and benefits re expanded, and contributions reased. This was capped in 1965 introduction of a health insur- e program, Medicare, although as limited, initially, to the aged.

oth concludes that social secu- y could do even more. "In dntifying the challenges and portunities of the social security rgrams in the 1970s," he writes, essures for the alleviation and prevention of poverty pressed heavily against programs delivering wage-related benefits. As Alvin Schorr put it, wage related benefits could do most for those who have earned the most . . . (and) conversely, the more that the program does for people who are poor, the less it seems to be related to prior earnings.

"Yet we need not assume the position that wage related benefits should be put aside in favour of benefits calculated to meet individual and family needs in order for social security to do more for poverty prevention and alleviation. One fifth of the aged, disabled, and survivors directly exposed to the risk of poverty and dependency by loss of earnings, would be poor except for their social security payments; specifically, three out of every four aged who receive social security would be poor were it not for their benefits. This is not to say that social security payments have done enough, or as much as they could, to prevent people from slipping into poverty when the family breadwinner's earnings disappear. It is certain that social security could do more."

Booth's book deals with the major public and social insurance programs, the experience under them, the major social policy problems and issues. It also suggests areas of desirable program improvement, and aims to inform the general reader, as well as students of social security. It should be useful also to people working in agencies operating social security programs who find, more and more often, that they need broader understanding of the place of their own activities in the complex context of public and private programs.

(Ronald Tennant is employed with the Conciliation and Arbitration Branch of the Department as an Industrial Relations Officer.)

PRICE INDEXES

CONSUMER, JANUARY

The consumer price index (1961 = 100) rose 0.8 per cent to 157.6 in January from 156.4 in December. Food prices advanced 1.1 per cent and the level of prices for all items other than food increased 0.7 per cent. Among non-food components the transportation index rose 1.6 per cent and the housing component 0.6 per cent. The recreation, education and reading index increased 0.5 per cent and that for health and personal care, 0.4 per cent. The clothing index declined 0.1 per cent and the tobacco and alcohol components were unchanged. **Between January 1973, and January 1974, the all items index advanced 9.1 per cent.**

The food index increased 1.1 per cent to 174.0 from 172.1 mainly because of an increase of 1.2 per cent in the level of prices for food consumed at home; food eaten away from home rose 0.7 per cent. Increases in the index of home-consumed food were due to higher price levels for fresh and processed fruit and vegetables, for beef, and for sugar, which rose almost 35 per cent in January and 47 per cent above its level of a year ago. Pork and poultry were the only major index components recording decreases. Fruit and vegetable prices registered an increase of 3.7 per cent—fresh vegetables advanced 7.4 per cent and fresh fruit, 2.0 per cent. Since January 1973 fresh fruit prices rose over 27 per cent and fresh vegetable prices declined more than 4 per cent. The index for meat, poultry and fish declined 0.1 per cent in the latest month as pork prices decreased 1.2 per cent and poultry prices 0.7 per cent, outweighing an advance of 0.8 per cent in the average price of beef. Since January 1973, poultry prices, on average, rose 37 per cent and beef and pork advanced over 22 per cent. Egg prices increase per cent between December January and were retailing m than 31 per cent above their l of a year earlier. The bakery cereal products index advance per cent because of price incre for such products as cookies, mix and macaroni; bread pr were unchanged. The index dairy products rose 0.3 per cer response to higher quotatior several centres, for cheese anc cream. Higher prices for marga and shortening were respons for an increase of 1.2 per cent ir index for fats and oils. Price convenience food items rose per cent, on average, and beve prices, including coffee, tea

ft drinks, advanced 0.8 per cent. mong other food items, impor- nt increases were recorded for nocolate bars and jelly powders. **nce January 1973, the food index creased 16.0 per cent—the price food consumed at home rising .6 per cent and that for food nsumed away from home, 18.1 r cent.**

e housing index rose 0.6 per cent 158.4 in January from 157.4 in ecember because of increases of 4 per cent and 1.0 per cent in the elter and household operation mponents. Within shelter, the me-ownership element ad- nced 0.7 per cent because of creases in the indexes for rtgage interest, new houses and me-owner repairs: rents vanced 0.1 per cent. Among her home furnishings, floor verings, linen, draperies and shes were higher in price. usehold supply items rose 0.7 r cent as most items surveyed corded increases. Higher wages r domestic workers in several ntres were responsible for an crease of 3.3 per cent for house- ld services. Between January 73 and January 1974, the housing dex rose 7.0 per cent.

e clothing index declined 0.1 per nt to 144.8 from 144.9, mainly cause of seasonal sale prices on veral items, and was 7.5 per cent ove its level of a year ago. In sponse to sales of women's and ildren's footwear, that index clined 0.7 per cent, and because sales of outerwear and hosiery ms, the women's wear index fell per cent. The men's wear index se 0.3 per cent as sale prices of me items were outweighed by reases in others; the children's ar index increased 0.2 per cent, and that for piece goods advanced 1.1 per cent, reflecting higher quotations for cotton, cotton blends and synthetic material.

The transportation index advanced 1.6 per cent to 143.5 from 141.3 as increases were recorded in the private and public transportation components. Within private transportation, new car quotations rose 3.3 per cent as general increases were recorded for all models priced. The largest relative advances were registered for the compact and sub-compact models. Motor oil prices rose, on average, 2.4 per cent; the gasoline index, having risen for the previous eight consecutive months, was unchanged. The increase in the public transportation component was mainly because of advances in the train and plane fares elements. There were effective taxi fare increases in Winnipeg and in several Quebec cities. Between January 1973 and January 1974 the transportation index rose 7.7 per cent.

The health and personal care index rose 0.4 per cent to 161.8 from 161.1 and it was 6.5 per cent above its level of a year earlier. Increases of 0.6 per cent in the personal care and 0.2 per cent in the health care components, were recorded. Among items of personal care, toiletry prices rose, on average, 0.7 per cent and men's haircut charges increased in several centres. Some price increases for non-prescribed medicines were mainly responsible for the advance in the health care component.

The recreation, education and reading index rose 0.5 per cent to 149.0 from 148.3 mainly because of higher newspaper subscription rates in Toronto, Quebec City and some other centres. Since January 1973, the recreation, education and reading index advanced 5.3 per cent. **The tobacco and alcohol index was unchanged from its December level of 136.9** and was 1.2 per cent above its level of January 1973.

Consumer price movements, reclassified by goods and services, give another view of the incidence of price change. Between December and January, the total goods index advanced 0.8 per cent with the largest increase being recorded for durable goods that rose 1.9 per cent mainly because of higher prices for new cars. The index for non-durable goods increased 0.8 per cent because of higher food prices. The component for semi-durable goods remained unchanged as lower clothing prices were offset by higher quotations

for household furnishings. The services index rose 0.6 per cent and increases were registered in the shelter, transportation and health elements. Between January 1973 and January 1974, the total goods index advanced 11.1 per cent and that for services 6.5 per cent.

CITY CONSUMER, JANUARY

Between December 1973 and January 1974, consumer price indexes rose in all regional cities and city-combinations with food increases ranging from 0.1 per cent in St. John's, Nfld., to 1.1 per cent in Toronto. **Food indexes increased in all cities.** Higher prices were registered in most centres for dairy, bakery and cereal products, beef cuts, fresh produce, processed fruits and vegetables, sugar, and food eaten away from home; pork and poultry prices were generally lower across the country. **Housing** components advanced in all cities except St. John's, reflecting increased shelter costs and higher prices for furniture and household supplies. Increased wages for domestic workers were registered in many cities. **Transportation** indexes rose in all cities and city-combinations because of increases in the train and plane fares indexes and higher prices for new cars and motor oil; taxi fares were higher in several cities. The remaining components registered mixed movements.

WHOLESALE, DECEMBER

The general wholesale price index rose 0.8 per cent to 412.0 from 408.9. It was 25.5 per cent higher than the December 1972 index of 328.3. Five of the eight major groups indexes were higher and three declined.

The vegetable products group increased 2.2 per cent to 423.3 from 414.0 on higher prices for sugar and its products, vegetable oil products, livestock and poultry feeds, rubber and its products, canned vegetables and fruits and miscellaneous products. The chemical products group also advanced 2.2 per cent to 277.6 from 271.7 with price increases for fertilizer materials and paint and paint materials.

The iron products group rose per cent to 376.3 from 370.9 price increases for scrap iron a steel, hardware and rolling m products. The index for no metallic mineral produc advanced to 277.9 from 274.3 a that for textile products to 39 from 386.5.

Declines in copper and its produ brought a 0.9 per cent decrease the non-ferrous metals group 354.1 from 357.2. There were min declines for the other ma groups—to 479.8 from 482.6 for t animal products group and to 51 from 515.9 for the wood produ group.

EGAL
)ECISIONS

/ONGFUL DISMISSAL

Glespie et ux. v. Bulkley Valley oest Industries Ltd., British Cumbia Supreme Court, Aug. 17, 93, W.W.R. Pt. 6, pages 551-563,). 15, 1973)

h plaintiff alleged that he was vngfully dismissed by the oipany by which he had been mloyed as production co-ordiaor at its sawmill from March 9(to March 1972.

n 1970, Gillespie **bought a lot** ro the company near its sawmill, n **had a house built on it. The** oipany agreed that if plaintiff's mloyment came to an end, the **company would purchase the home, provided that the plaintiff had occupied it for at least 12 months** prior to giving his notice to terminate his employment. Gillespie took occupancy of the house on July 1, 1971 and he was dismissed by the company on March 8, 1972.

In his action for damages, Gillespie claimed that he was dismissed by the company on March 8, 1972 and given two months salary in lieu of notice, which he contended was unreasonable in the circumstances and that he should have been given 18 months notice. Further, he contended that the company should purchase his house at its present market value.

The company, on the other hand, contended that Gillespie's position had become redundant and, since he was paid on a monthly basis, two months notice was adequate. The company also took the stand that, as Gillespie had occupied the house for less than twelve months, the company was not bound by the agreement to purchase the house. Further, the company claimed that the cost of the lot and construction of the house, which totalled $52,210.01, was overrated, as the market value was only $37,000.

In handing down his decision, **Mr. Justice Berger of the British Columbia Supreme Court said the law is that redundancy cannot justify dismissal,** citing as cases that applied: Bardal v. Globe & Mail Ltd. (1960) O.W.N. 53, 24 D.L.R. (2d) 140, Seed v. British Pacific Insurance Co. (1961), 38 W.W.R. 113, 20 D.L.R. (2d) 593 (B.C.); Chadburn v. Sinclair Canada Oil Co., (1966) 57 W.W.R. 447 (Alta); Johnston v. Northwood Pulp Ltd. (1968) 2 O.R. 521, 70 D.L.R. (2d) 15; McGuire v. Wardair Canada Ltd. (1969) 71 W.W.R. 705 (Alta); Vos v. Security Trust Co. Ltd. (1969). 68 W.W.R. 310 (Alta); Paterson v. Robin Hood Flour Mills Ltd. (1969) 68 W.W.R. 446 (B.C.); D.H. Howden & Co. v. Sparling, (1970) S.C.R. 883, 11 D.L.R. (3d) 746.

Gillespie was entitled to 12 months notice. Further, it is a principle of law that where a contractual arrangement depends upon the continuance of a state of affairs known to both parties, there is an implied obligation on the parties not to put an end to that state of affairs (**Chitty on Contracts,** 23rd ed., vol. 1 pp 629-30, paras 1350 and 1351). Since Gillespie was not given proper notice, his claim for damages was not limited to wages or salary only. The dismissal was a breach of contract, and damages flowing therefrom were recoverable (Batt, Master & Servant, 5th ed. 1967 pp 262-3).

The company was ordered to pay Gillespie 12 months salary, less the 2 months he had received, and to purchase his house at the construction cost of $52,201.01.

(Case reported by William B. Sims, Legislative Research Branch.)

DECISIONS OF THE UMPIRE

CUB 3262

The applicant in this case was "the author of his own misfortune," because he lost his job "by reason of his own conduct," the Umpire said in dismissing an appeal by the claimant from the unanimous decision of a board of referees that upheld the insurance officer's decision that the claimant had failed to prove his availability for work.

The claimant, 20 years old and single, had been employed as a labourer at $190 a week. He returned to his home, which is located in a sparsely populated area where there are no known employers of any importance. There was no evidence that he had obtained even one day's work after leaving his former job. He did register for work with a Canada Manpower Centre, but apparently no employment was offered to him.

The legislation having application to this case (25a of the Act) states that a claimant is not entitled to be paid benefit for any working day in an initial benefit period for which he fails to prove that he was either capable of and available for work, or unable to obtain suitable employment. Nor is he entitled, by Regulation 145(9), if he fails to prove that he is available for work and unable to obtain suitable employment on each working day in a period, and if he fails to prove that during that period he made reasonable and customary efforts to obtain employment.

The Umpire emphasized that unemployment insurance is essentially designed to cover cases of involuntary and short-term unemployment, and not cases of persons who deliberately leave their employment in large centres and move to isolated and sparsely populated areas, thereby exposing themselves to lengthy periods of unemployment.

Examining the claimant's situation on the basis of the foregoing provisions, the Umpire considered the case in the context of whether the claimant had made reasonable and customary efforts to obtain employment.

On the facts of this case, the ap cant was the author of his c misfortune in the sense that he his job by reason of his c conduct, said the Umpire. His paid quite well, and there was evidence that he had looked any other employment in the s area. He had deliberately remo himself from one of the n heavily industrialized area Canada to a scarcely popul area, where there were no kn employers of any consequer There he obtained unemploym insurance benefits for appr mately four months.

Being young, single, with dependants, and therefore mol and having earned consider income in his preceding perio work, the claimant presumably the necessary means to look work. The Umpire theref reached the decision that claimant had not made reason and customary efforts to ob employment, and he dismissed appeal.

GENERAL TOPICS

PLOYMENT, JANUARY

esonally adjusted, the labour ce was estimated at 9,525,000, ih 9,005,000 employed and 2,000 unemployed. The mployment rate was 5.5 per et compared with 5.4 per cent in ecember.

h participation rate, the ercentage of the population ointed in the labour force, **danced to 58.2 per cent after etaining at 57.7 per cent in ecember and November.** The ncrease was concentrated among vomen 25 years of age and over nd persons age 14 to 24.

The seasonally-adjusted unemployment rate increased in the Atlantic region and Quebec, was unchanged in Ontario and declined in the Prairies and British Columbia. The Atlantic rate was 9.3 per cent compared with 8.9 per cent in December; in Quebec 7.7 (7.5), Ontario unchanged at 4.1 per cent, the Prairies 3.0 (3.1) and British Columbia 5.5 per cent (6.0).

Without seasonal adjustment, the labour force was estimated at 9,283,000—with 8,646,000 employed and 637,000 unemployed. **The unemployment rate was 6.9 per cent.** This compared with a labour force of 9,298,000 in December with 8,786,000 employed and 512,000 unemployed, and an unemployment rate of 5.5 per cent. In January 1973, the labour force was 8,881,000 with 8,193,000 employed and 688,000 unemployed, and an unemployment rate of 7.7 per cent.

APRIL CREDITS

Photos. Colin Price, Photo Features: inside cover, p. 256. NFB: p. 240, 259, 280, 283, 284, 285, 288. Canadian National: p. 261, 268, 273. International Labour Office: p. 249. Williams Bros Photographers, Vancouver: p. 257. Murray Mosher, Photo Features: p. 263, 291. Financial Times: p. 286. The Canadian Press, Toronto: p. 292.

CONCILIATION

During January the Minister of Labour appointed conciliation officers to deal with the following disputes:

B.D.C. Ltd., Toronto, Ont., and International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, Locals 938, 91, 931, 141, 879 and 880 (representing certain employees working in the Provinces of Ontario and Québec (Conciliation Officer: T. B. McRae).

Canadian Overseas Telecommunication Corporation, Montréal, Qué. and the Overseas Communications Union, Local 272 (CLC) (Conciliation Officer: J. J. de Gaspe Loranger).

Arrow Transfer Company Ltd., North Vancouver; Bekins Moving and Storage Company Limited, Vancouver; Commercial Truck Company Limited, New Westminster; Hill Security Ltd., North Vancouver; O.N.C. Motor Freight System, Burnaby; Soo-Security Motorways Ltd., Burnaby; T.I.M.E.-D.C. Inc., Burnaby and Van-Kam Freightways Ltd., Burnaby and General Truck Drivers and Helpers, Local 31 and Teamsters Local 213 (Conciliation Officer: D. H. Cameron).

British Columbia-Yukon Railway Company and British Yukon Railway Company, Vancouver, B.C., and Teamsters, Local 213 (representing a unit of employees engaged in the servicing of track and classified as foreman, sectionman and bulldozer operator) (Conciliation Officers: D. H. Cameron and R. F. Langford).

Northland Shipping (1962) Co. L
Vancouver, B.C., and Canad
Brotherhood of Railway, Transp
and General Workers (represent
a unit of unlicensed personn
(Conciliation Officer: George
Rogers).

Western Cartage & Storage (19
Limited, Edmonton, Alta., a
General Teamsters, Local
(Conciliation Officer: R.
Langford).

Canadian Pacific Air Line Limit
Vancouver, B.C., and Canadian
Line Flight Attendants Associat
(Conciliation Officer: D.
Cameron).

Maritime Employers Associat
(acting for and on behalf of
Shipping Federation of Can
Inc.), Port of Halifax, N. S., a
International Longshoreme
Association, Local 1341 (check
(Conciliation Officer: C.
Ogden).

Canadian Pacific Limited (Bri
Columbia Coast Steams
Service), Vancouver, B.C.,
Seafarers' International Unio
Canada (Conciliation Officer: A
Franklin).

British Columbia-Yukon Railw
Company, Vancouver, B.C.,
Teamsters, Local 213 (represen
a unit of employees engaged in
preparation and servicing of l

the company's eating house at nnett, B.C., and its section uses at White Pass and Penning-n, B.C.) (Conciliation Officer: D. Cameron and R. F. Langford).

ttlements by conciliation ficers. Somavrac Inc., Trois vières, Qué., and Transport ivers, Warehousemen and Help-s' Union, Local 106 (Conciliation ficer: S. T. Payne) (LG, March, p. 21).

r Canada and International sociation of Machinists and rospace Workers, District Lodge 3 (representing a unit of cafeteria ployees at the Air Canada Base, rval, Québec) (Conciliation ficer: M. Archambault) (LG, Feb., 149).

stern Provincial Airways (1963) d., Gander, Nfld., and Maritime Aline Pilots' Association (repre-senting a unit of pilots) (Conciliation Officer: W. J. Gillies) (LG, Fb., p. 149).

nadian Pacific Limited (British lumbia Coast Steamship rvice), Vancouver, B.C., and ncouver Canadian Pacific Ship-rd Workers' Union, Local 1552 (CC) (Conciliation Officer: D. H. meron) (LG, Feb., p. 149).

nadian Pacific Limited (British lumbia Coast Steamship rvice), Victoria, B.C., and Victoria nadian Pacific Maintenance rkers' Federal Union, Local 493 (CC) (Conciliation Officer: D. H. meron) (LG, Feb., p. 149).

St. Charles Transportation Company Ltd., Québec, Qué., and Canadian Marine Officers Union (Conciliation Officer: S. T. Payne) (LG, Jan., p. 71).

Disputes settled following decision to take no further conciliatory action under Canada Labour Code (Part V—Industrial Relations). Maple Leaf Mills Limited, Komoka, Ont., and International Chemical Workers Union, Local 552 (representing a unit of employees at the Komoka Plant) (LG, March, p. 222).

CKCH Radio Limited (CKCH-AM—CKCH-FM), Hull, Qué. and National Association of Broadcast Employees and Technicians (settled with further assistance from M. Archambault) (LG, March, p. 222).

Legal strike following decision to take no further conciliatory action under Canada Labour Code (Part V—Industrial Relations). Meyers Transport Limited, Campbellford, Ont., and General Truck Drivers Union, Local 938 (Conciliation Officer: M. K. Carson) (strike commenced January 14, 1974) (LG, Feb., p. 149).

Conciliation commissioner appointment. Airwest Airlines Ltd., Vancouver International Airport, Vancouver, B.C., and Canadian Brotherhood of Railway, Transport and General Workers, Local 100 (Conciliation Commissioner: Professor Joseph C. Smith) (LG, Feb., p. 149).

Conciliation commissioner report received. National Harbours Board, Saint John, N.B., and Public Service Alliance of Canada (representing the National Harbours Board Police Association Group) (Conciliation Commissioner: R. J. Love) (LG, March, p. 222).

Dispute settled in post-conciliation commissioner negotiations. Canadian National Hotels Limited (Fort Garry Hotel), Winnipeg, Man., and Canadian Brotherhood of Railway, Transport and General Workers (LG, Feb., p. 150).

Conciliation board fully constituted. The Conciliation Board established to deal with a dispute between Air Canada and Canadian Air Line Employees' Association (representing a unit of passenger and communications agents) (LG, March, p. 222) was fully constituted with the appointment of Stanley H. Hartt of Montréal as chairman. Mr. Hartt was appointed by the Minister on the joint recommendation of the other two members of the Board, company nominee R. N. Gilmore, Toronto, and union nominee Douglas Fisher, Stittsville, Ont.

RAILWAY ARBITRATION

Five cases were heard in November and December by the Railway Office of Arbitration. One grievance was allowed, three dismissed and one dismissed with reservations.

Case No. 424. Dispute between the Canadian National Railway Company and the Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees over claims by a clerk and a warehouseman that they were overlooked for a Sunday assignment.

On a Sunday, an express delivery was made by an employee in another group, the Express office being closed. A clerk and a warehouseman in the Express group submitted a claim for pay, charging the company had violated an article of the collective agreement that provides: "Where work is required by the company to be performed on a day that is not part of any assignment, it may be performed by an available extra or unassigned employee who will otherwise not have 40 hours of work that week. In all other cases by the regular employee."

The arbitrator said that, as far as the grievors were concerned, the work in question was not part of any assignment. But the real question, he believed, was whether the grievors had an exclusive claim to performing the tasks on the date in question. The clerk who performed the task worked on Sundays, and did the work as part of his regular duties. Since the work was certainly within the competence of the employee who performed it, and it was performed in the course of his regular duties, the arbitrator could not see how the grievors could claim an exclusive right to it. The grievance was therefore dismissed.

Case No. 425. Dispute between Canadian Pacific Limited (CP Rail) and the Brotherhood of Railway, Airline and Steamship Clerks, Freight Handlers, Express and Station Employees over the pay rates of a clerical position created by merging the duties of a clerk-typist and a storeman.

When the functions of the purchasing and stores department were integrated, the position of clerk-typist was reclassified to clerk with additional storeman duties. The company contended that the new position should be compensated at a level some three grades higher than that of a clerk-typ The union believed that the j should be classified at the sto man level, which was six grad higher than a clerk-typist.

The company stressed that or one-third of the clerk's time w spent in performing the duties o storeman, whereas he spent tw thirds of his time performing t functions of a clerk-typist. T arbitrator pointed out, howev that the clerk had to be qualified perform the duties of a storem If the position were reversed, a a storeman was asked to perfo the duties of a clerk-typist, would be paid at all times at t higher rate. In the arbitrato opinion, the combined job of cl and storeman should rate t higher level of storeman. T grievance was therefore allowed

Case No. 426. Dispute betwe Canadian Pacific Express Ltd. (Express) and the Brotherhood Railway, Airline and Steamsh Clerks, Freight Handlers, Expr and Station Employees over t reinstatement of an employee driver charged with impair driving.

A tractor-trailer operat vehicleman, asked to relie another driver at 11:30 p.m., w stopped by the provincial poli and charged with impaired drivi

d possession of liquor. Two eks after the incident, the mpany dismissed him, and the ion contended that the disci- he was too severe.

e arbitrator noted that the evor had a good record and that had substantial seniority. These nsiderations might well move employer to consider the sibility of alternative employ- nt. In the arbitrator's opinion, wever, he had proved that he uld not be relied on for the ticular job from which he was d, and accordingly, the griev- e had to be dismissed.

e No. 427. Dispute between adian Pacific Limited (CP Rail) the United Transporation on over a crew's claim for pay turnaround service within a trip.

onductor and his crew were ed in straightaway service for a from one point to another. y were told that along the way, y had to lift two piggyback cars, e them to a wye, turn them, and rn to spot them at the pick-up nt.

vas necessary to leave the bound main track clear so that ther train could pass, so the evors left the cars on the tward main track while carrying the required "switching." After ing the cars, the grievors then lifted the two piggyback cars and went on to turn them on the wye. The grievors waited at that point for the overdue train, and when it cleared, returned to spot the two piggyback cars, picked up the cars of their train, and resumed the trip to the terminal.

The union contended that picking up the piggyback cars, going on to turn the cars on the wye, and the return movement to rejoin their train, constituted "turnaround service within a trip," for which the agreement provided additional payment.

In studying the facts and comparing them with other cases, the arbitrator came to the conclusion that the movement was essentially a switching movement, and did not constitute "turnaround service within a trip" within the meaning of the agreement. The grievance was therefore dismissed.

Case No. 428. Dispute between Canadian Pacific Limited (CP Rail) and the United Transportation Union over failure to reach agreement on the manning of extra yard shifts in yards where the parties have agreed that regular crews could be reduced.

The company and union had agreed that at four specified yards, regular and regular relief yard assignments could be manned by reduced crews. But at two of the yards, the company wanted the agreement to include extra yard assignments.

There were two questions to answer, the arbitrator said. "Does the agreement that all yard crews are reducible carry the implication that an extra crew in such yard is reducible?" And secondly, "Is there scope, under the collective agreement, to determine that an extra yard crew is reducible?"

With reference to the first question, if an agreement were made in the terms that "all yard crews" in a given yard were considered reducible, then it would seem to follow that an extra assignment fell within the scope of that agreement, and was therefore reducible. It is important to note that this was not part of the agreement in this particular case. The agreements applied to specified regular or regular relief assignments.

As far as the second question is concerned, it was the union's position that provisions had been made in the agreement to cover certain assignments that were identified as impossible to perform safely with a reduced crew. The company contended that in a yard where all assignments had been agreed or determined to be reducible, there should be a means of determining the reducibility of extra crews.

The arbitrator came to the conclusion that whether or not an extra yard assignment was reducible had to be judged individually. He believed that although the agreements made in this particular case did not necessarily involve the reducibility of crews on extra assignments, it could not be said that no extra assignment could be considered reducible.

PUBLICATIONS IN THE LIBRARY

LIST NO. 300

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly if there is no local library. Please indicate the publication numeral and the month listed, when requesting loans.

APPRENTICESHIP

1. Bernier, Jean. L'apprentissage au Québec; facteurs d'adhésion et facteurs d'abandon. Québec, Ministère du Travail et de la Main-d'oeuvre, 1972. 329 p.

ARBITRATION, INDUSTRIAL

2. Fairweather, Owen. Practice and procedure in labor arbitration. Washington, Bureau of National Affairs [1973] 401 p. All significant aspects of the labour arbitration process are discussed in the light of the applicable statutory and decisional law.

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3. Australia. Public Service Board. The Public Service Board, 1923-73. Canberra, Australian Government Publishing Service, 1973. 25 p.

4. Garant, Patrice. La Fonction publique, canadien et québécoise, par Patrice Garant, avec la collaboration de Marcel Morin. Québec, Les Presses de l'Université Laval, 1973. 463 p.

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5. Atherton, Wallace Newman. Theory of union bargaining goals. Princeton, N.J., Princeton University Press [1973] 168 p.

6. International Union, United Automobile, Aerospace and Agricultural Implement Workers of America. Canadian Region. Report to the Canadian UAW Collective Bargaining Conference, Toronto, April 14 and 15, 1973. [Toronto, 1973] 46 p.

7. U.S. Office of Labor-Mana ment Policy Development. Coll tive bargaining in public ployment and the merit syst [Prepared by Jerry Lelchook Herbert J. Lahne] Washingt GPO, 1972.

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8. Rinaldi, Lawrence J. Contain zation: the new method of in modal transport. New York, Star Pub. Co. [1972] 80 p.

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9. Conference Board. Organizat and control of international op tions, by Michael G. Duerr John M. Roach. New York, 19 151 p.

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Cummings, E. Dianne. power in a general equilibrium ext: the model specification, E. D. Cummings and W. E. vert. [Ottawa] Canada Depart- t of Manpower and Immigra- , Strategic Planning and arch, Research Projects Group, 7. 39 p.

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16. Epstein, Larry. A model of the supply of training in industry. [Ottawa] Canada Department of Manpower and Immigration, Program Development Service, Research Branch, 1973. 51 p.

17. Jump, G. V. The macroeconomic effects of the shutdown of an industry: an exploration in methodology, by G. V. Jump and J. A. Sawyer. Toronto, University of Toronto, Institute for Quantitative Analysis of Social and Economic Policy, 1973. 29 p.

EMPLOYEES—DISMISSAL

18. Howell, Barbara. Don't bother to come in on Monday; what to do when you lose your job. New York, St. Martin's Press [1973] 146 p.

19. Ontario. Ministry of Labour. Research Branch. Labour market experience of persons who received advance notice of employment termination [by] Ian B. McKenna. [Toronto] 1973. 11 p.

EMPLOYEES—SELECTION

20. Jain, Harish Chand. A study of managerial recruitment and selection in the Canadian manufacturing industry; a paper presented at the annual conference of the Association of Canadian Schools of Business, McGill University, June 4-6, 1972. [Hamilton] McMaster University, Faculty of Business [1973] 22 p.

EMPLOYEES' REPRESENTATION IN MANAGEMENT

21. Macbeath, Innis. The European approach to worker-management relationships. [Washington] British-North American Committee [1973] 92 p.

EMPLOYMENT OFFICES, PUBLIC

22. Great Britain. Department of Employment. Employment and training: government proposals. London, HMSO, 1973. 14 p.

EQUAL PAY FOR EQUAL WORK

23. Trades Union Congress. TUC Conference on Equal Pay: [report of a conference of affiliated unions to discuss the implementation of equal pay, Congress House, London, January 18, 1973. [London, 1973] 63 p.

FACTORY INSPECTION

24. International Labour Office. Labour inspection; purposes and practice. Geneva, 1973. 234 p.

GUARANTEED ANNUAL INCOME

25. Income transfer programs: how they tax the poor; a volume of studies prepared for the use of the Subcommittee on Fiscal Policy of the Joint Economic Committee, Congress of the United States. Washington, GPO, 1972. 139 p.

26. Klein, William Arnold. The definition of "income" under the negative income tax. [Madison, Wisconsin] University of Wisconsin [1972] 52, 16 p.

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27. U.S. Department of Labor. Manpower Administration. Meeting health manpower needs through more effective use of allied health workers. [Washington, GPO, 1973] 23 p.

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28. Baum, Stephen J. A practical guide to flexible working hours [by] Stephen J. Baum and W. McEwan Young. [London] Kogan Page [1973] 186 p.

29. Chalendar, Jacques de. L'aménagement du temps. [Paris, Bruges] Desclée de Brouwer [1971] 173 p.

30. Evans, Archibald A. Flexibility in working life; opportunities for individual choice. [Paris] Organisation for Economic Cooperation and Development [1973] 110 p.

31. France. Centre d'études de l'emploi. Les attitudes des travailleurs et des employeurs à l'égard de l'emploi. [Paris] Presses Universitaires de France [1973] 166 p.

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32. Cooper, William H. A study of strike duration. London, Ont., University of Western Ontario, School of Business Administration, 1973. 28 p.

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33. Ballon, Robert J. Japanese-like industrial relations. Tolyo, Sophia University, 1973. 25 p.

34. Industrial Relations Research Association. The next twenty-five years of industrial relations [by] Benjamin Aaron [and others] Edited by Gerald E. Somers. [1st ed. Madison, Wis., 1973] 207 p.

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36. Torrington, Derek, ed. Handbook of industrial relations. [Epping, Eng., Gower Press, 1972] 328 p.

37. Warner, Malcolm, ed. The sociology of the workplace; an interdisciplinary approach. London, Allen and Unwin [1973] 291 p.

INFLATION

38. Kelly, Laurence Alexander. Recent price trends in Canada and their implications, by L. A. Kelly and Pradeep Kumar. Kingston, Ont., Industrial Relations Centre, Queen's University, 1973. 38 p.

LABOUR LAWS AND LEGISLATION

39. Berger, Jean-Marie. Le droit social du travail indépendant. Préface de Paul Orianne. Bruxelles, F. Larcier, 1973. 258 p.

LABOUR ORGANIZATION

40. Desrosiers, Richard. Le travailleur québécois et le syndicalisme, par Richard Desrosiers et Denis Héroux. 2e édition revue, corrigée et mise à jour. Montréal, Les Presses de l'Université du Québec, 1973. 156 p.

41. Feather, Victor. The essence trade unionism. [New ed.] Lond Bodley Head [1971] 127 p.

42. Flagler, John J. Profile of Minnesota labor movement [John J. Flagler, with the assista of Francis E. Kapsch [and] A. Subbarao. Minneapolis, Univer of Minnesota, Industrial Relati Center, 1972. 45 p.

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43. Yavitz, Boris. The labor mark an information system [by] B Yavitz, Dean W. Morse with Ar B. Dutka. Foreword by Eli Ginzb N.Y., Praeger [1973] 131 p.

LABOUR UNIONS

44. Coates, R. D. Teachers' uni and interest group politics; a st in the behaviour of organi teachers in England and Wales [R. D. Coates. Cambridge [E University Press, 1972. 138 p.

MANPOWER POLICY

45. Great Britain. Central Office Information. Reference Divisi Manpower and employment Britain: the role of governm London [1973] 28 p.

OLD AGE PENSIONS

46. Ontario. Taxation and Fis Policy Branch. Review of issue amending the Canada Pens Plan. 2nd revision. [Toronto] 1 33 p.

ABOUR STATISTICS

ipal Items	Date	Amount	Percentage Change from Previous Month	Percentage Change from Previous Year
		(in thousands)		
AL CIVILIAN LABOUR FORCE*				
Week ended January 19, 1974		9,283	−.2	+4.5
Employed	January	8,646	−1.6	+5.5
Agriculture	January	386	−1.3	+3.5
Non-agriculture	January	8,260	−1.6	+6.0
Paid workers	January	7,708	−1.6	+6.3
At work 35 hours or more	January	6,832	−3.0	+6.8
At work less than 35 hours	January	1,470	+1.9	+2.1
Employed but not at work	January	344	+13.2	−3.6
Unemployed	January	637	+24.4	−7.4
Atlantic	January	94	+34.3	+8.0
Québec	January	240	+25.7	−2.8
Ontario	January	173	+25.4	+1.8
Prairie	January	60	+17.6	−32.6
British Columbia	January	70	+12.9	−26.3
Without work and seeking work	January	594	+24.9	−6.3
On temporary layoff up to 30 days	January	43	+22.9	−21.8
USTRIAL EMPLOYMENT (1961=100)†	October	140.8	+.6	+5.5
Manufacturing employment (1961=100)†	October	133.6	+.6	+5.9
MGRATION	1st 9 mos. 1973	119,890	—	—
Destined to the labour force	1st 9 mos. 1973	60,892	—	—
RES AND LOCKOUTS				
Strikes and lockouts	December	85	−24.1	+9.0
No. of workers involved	December	62,312	+34.9	+465.6
Duration in man days	December	312,140	−13.9	+137.9
RINGS AND INCOME				
Average weekly wages and salaries (ind. comp.)†	October	164.40	+.4	+7.1
Average hourly earnings (mfg.)†	October	3.92	−.3	+8.3
Average weekly hours paid†	October	40.1	+.3	−1.5
Consumer price index (1961=100)	October	135.8	−.1	−2.2
ndex numbers of weekly wages in 1961 dollars (1961=100)‡	October	154.3	−0.3	+8.7
Total labour income (millions of dollars)†	December	5,490.7	−1.6	+10.9
DSTRIAL PRODUCTION†				
Total (average 1961=100)	December	216.8	−0.1	+4.9
Manufacturing	December	212.4	—	+4.5
Durables	December	247.3	+0.1	+3.8
Non-durables	December	184.7	−0.3	+5.2
RESIDENTIAL CONSTRUCTION**				
Starts	December	243,100	—	—
Completions	December	2,212	−6.2	—
Under construction	December	174,852	+7.1	—

Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which, in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.
Revised data.
Preliminary.
Centres of 10,000 population or more.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Economics and Research Branch of the Canada Departme of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first thr tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includ all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leadi to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1968-1973

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts in Existence During Month or Y: Strikes and Lockouts	Workers Involved	Duration in Man-D: Man-Days	Per Cen Estima Work To
1969	566	595	306,799	7,751,880	
1970	503	542	261,706	6,539,560	
1971	547	569	239,631	2,866,590	
1972	556	598	706,474	7,753,530	
*1973	666	712	349,866	5,705,090	
1972 December	27	78	11,017	131,180	
†1973 January	49	95	17,142	174,900	
February	43	91	17,113	167,300	
March	55	103	22,603	227,090	
April	66	116	23,986	236,520	
May	75	139	43,327	523,920	
June	63	139	51,372	679,210	
July	65	137	74,456	583,940	
August	83	167	106,542	1,246,570	
September	57	164	112,137	699,660	
October	51	144	45,391	491,390	
November	40	112	46,177	362,450	
December	19	85	62,315	312,140	

*Preliminary. †Revised

STRIKES AND LOCKOUTS, DECEMBER 1973, BY INDUSTRY, (PRELIMINARY)

Industry	In Effect During Month: Number Beginning During Month	Strikes and Lockouts	Workers Involved	Man-Days
Forestry	—	—	—	—
Mines	1	3	1,642	15,260
Manufacturing	11	51	23,061	195,550
Construction	1	5	457	6,770
Transportation and utilities	1	6	961	14,830
Trade	4	10	5,359	33,730
Finance	—	—	—	—
Service	1	8	30,114	32,300
Public administration	—	2	721	13,700
All Industries	19	85	62,315	312,140

STRIKES AND LOCKOUTS, DECEMBER 1973, BY JURISDICTION (PRELIMINARY)

Jurisdiction	In Effect During Mor: Number Beginning During Month	Strikes and Lockouts	Workers Involved	M D
Newfoundland	—	1	99	
Prince Edward Island	—	—	—	
Nova Scotia	1	2	289	5
New Brunswick	2	3	1,153	5
Quebec	3	26	7,750	71
Ontario	8	24	48,549	155
Manitoba	2	5	1,090	21
Saskatchewan	—	—	—	
Alberta	—	4	875	14
British Columbia	3	18	2,475	38
Federal	—	2	35	
All Jurisdictions	19	85	62,315	312

IKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER 1973 (PRELIMINARY)

Industry / Employer / Location	Union	Workers Involved	Duration in Man-Days: December	Duration in Man-Days: Accumulated	Starting Date / Termination Date	Major Issues / Result
ies						
AL						
Craigmont Mines Ltd., Merritt, B.C.	Steelworkers Loc. 6523 (AFL-CIO/CLC)	372	7,070	26,780	Sept. 16 —	Wages, working conditions, job security
Giant Mascot Mines, Hope, B.C.	Steelworkers Loc. 946 (AFL-CIO/CLC)	150	2,850	9,150	Oct. 1 —	Safety conditions—
Brunswick Mining and Smelting Co. Ltd., Bathurst, N.B.	Steelworkers Loc. 7085 (AFL-CIO/CLC)	1,120	5,340	5,340	Dec. 7 Dec. 22	Renegotiations—Not reported.
ufacturing						
OD AND BEVERAGES						
Dare Food (Biscuit Division) Ltd., Kitchener, Ont.	Brewery Workers Loc. 173 (AFL-CIO/CLC)	380	7,220	151,390	May 26/72 —	Wages, hours—
UBER						
Firestone Tire & Rubber, Joliette, Que.	Rubber Workers Loc. 790 (AFL-CIO/CLC)	300	5,700	58,800	Mar. 22 —	Delayed negotiations in a new contract—
Les Caoutchoucs Acton Ltée, Acton Vale, Qué.	CLC Directly Chartered	396	7,520	38,000	Aug. 13 —	Failed to reach agreement; employees locked out after slowdown—
OD						
MacMillan Bloedel Ltd., Red Band, B.C.	Woodworkers Loc. 1-217 (AFL-CIO/CLC)	190	190	69,920	June 19/72 Dec. 4/73	Not reported—Not reported.
Canadian Forest Products, Huntting-Merritt, B.C.	Woodworkers Loc. 1-427 (AFL-CIO/CLC)	200	3,800	65,200	Sep. 13/72 —	Protest against the suspension of fellow workers for alleged slowdown—
Forest Industrial Relations, Various locations, B.C.	Woodworkers (AFL-CIO/CLC)	3,000	—	7,500	Nov. 28 Dec. 3	Protesting wage adjustments— Return of workers.
Weyerhaeuser (Ont.) Ltd., Sault Ste. Marie, Ont.	Woodworkers Loc. 2-1000 (AFL-CIO/CLC)	355	4,970	4,970	Dec. 8 —	Wages & vacation benefits—
NITURE AND FITURES						
Artistic Woodwork Co. Ltd., North York, Ont.	Canadian Textile and Chemical Union Loc. 570 (CCU)	120	240	8,880	Aug. 21 Dec. 5	Union security—Contract signed with provisions for union consultation.

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER 1973 (PRELIMINARY) (CONT.)

Industry Employer Location	Union	Workers Involved	Duration in Man-Days December	 Accumulated	Starting Date Termination Date	Major Issues Result
PAPER						
Scott Maritimes Pulp Limited, Pictou, N.S.	United Paperworkers Loc. 440 (AFL-CIO/CLC)	240	5,310	6,340	Nov. 23 –	Wages–
Domtar Fine Papers Ltd., Windsor, Que.	Pulp & Paper Workers Federation (CNTU)	650	650	1,950	Nov. 29 Dec. 4	Employees locked out after slowdown to obtain pledge from company not to press charges for damages during previous walkouts–Compan agreed.
PRIMARY METALS						
Reynolds Aluminum Co. of Canada Ltd., Cap-de-la-Madeleine, Que.	Steelworkers Loc. 7102 (AFL-CIO/CLC)	600	–	7,800	Nov. 14 Dec. 3	Wages–Total increase of $1.45 an hr. in a three-year contract.
Grinnell Co. of Canada, Toronto, Ont.	Steelworkers Loc. 2835 (AFL-CIO/CLC)	220	4,180	5,500	Nov. 23 –	Not reported–
METAL FABRICATING						
Greening-Donald Ltd., Orangeville, Ont.	Steelworkers Loc. 6266 (AFL-CIO/CLC)	100	1,900	4,000	Nov. 2 –	Not reported–
MACHINERY						
Hobart Mfg. Co. Ltd., Owen Sound, Ont.	Machinists Loc. 386 (AFL-CIO/CLC)	150	2,850	21,000	June 11 –	Wages, fringe benefits–
TRANSPORTATION EQUIPMENT						
Motor Coach Industries, Fort Garry, Man.	Machinists Loc. 1953 (AFL-CIO/CLC)	850	18,820	30,360	Nov. 11 –	Wages–
Ford Motor Co. of Canada, Oakville, Windsor, Talbotville, Niagara Falls & Bramalea, Ont.	Auto Workers Locs. 1054, 200, 707 & 1520 (CLC)	15,000	75,000	165,000	Nov. 23 Dec. 10	Wages & overtime–Volunta overtime, retirement after 30 years, increased pension & wage increases.
Aimco Industries Ltd., St. Catharines, Ont.	Auto Workers Loc. 199 (CLC)	140	1,960	1,960	Dec. 10 –	Cost of living clause–
ELECTRICAL PRODUCTS						
Great Lakes Carbon, Berthierville, Que.	Metallurgists Miners and Chemical Workers Federation (CNTU)	190	3,610	17,480	Aug. 19 –	Working conditions–

KES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER 1973 (PRELIMINARY) (CONT.)

Industry / Employer / Location	Union	Workers Involved	Duration in Man-Days: December	Duration in Man-Days: Accumulated	Starting Date / Termination Date	Major Issues / Result
Westinghouse Canada Ltée, Saint-Jean, Qué.	U.E. Loc. 560 (AFL-CIO/CLC)	272	5,170	6,530	Nov. 26 —	Wages, job evaluation and other provisions—
N-METALLIC MINERAL PRODUCTS						
Domtar Construction Materials Ltd., Caledonia, Ont.	Steelworkers (AFL-CIO/CLC)	220	3,300	9,900	Oct. 22 Dec. 20	Wages & other—30 month contract with three increases totalling $1.05 an hr.; improved fringe benefits.
Certified Automotive Products (Central) Ltd., Toronto, Ont.	Steelworkers (AFL-CIO/CLC)	260	2,600	2,600	Dec. 3 Dec. 17	Not reported—Not reported.
MICAL PRODUCTS						
Dow Chemical of Canada Ltd., Sarnia, Ont.	Oil Workers Loc. 9-672 (AFL-CIO/CLC)	800	12,800	40,800	Oct. 13 Dec. 26	Failure to negotiate contract hours of work—Wage increase, reduction in hours, vacation benefits improved.
SCELLANEOUS MANUFACTURING						
Reliable Fur Dressers & Dyers, Toronto, Ont.	Food Workers Loc. 68FL (AFL-CIO/CLC)	100	500	500	Dec. 3 Dec. 10	Wages—42% & 25% increases for floor workers & fleshers respectively over a 3-yr. contract; other benefits.
Three fur dressers and dyers companies, Montreal, Que.	Food Workers Loc. 54F (AFL-CIO/CLC)	275	1,380	1,380	Dec. 3 Dec. 10	Wages—42% & 25% increases for floor workers & fleshers respectively over a 3-yr. contract; other benefits.
nstruction						
Alberta Insulators Contractors Assoc., Calgary area—Red Deer to U.S. Border	Asbestos Workers Loc. 126 (AFL-CIO/CLC)	115	920	8,180	Aug. 31 Dec. 13	Wages, hours, working conditions—Total increase of $2.03 over 2 yrs.; increase in travelling time & in holiday pay.
Plastering Association of Toronto, Toronto, Ont.	Plasterers Loc. 48 (AFL-CIO/CLC)	250	4,750	13,000	Oct. 17 —	Not reported—
nsportation and Utilities						
MUNICATION						
Okanagan Telephone Company, Okanagan Valley, B.C.	Federation of Telephone Workers of British Columbia (CLC)	550	10,450	49,180	Aug. 21 —	Wages, pension plan—
Radio Québec, Montréal, Qué.	Service Employees Federation (CNTU)	143	3,170	11,340	Sept. 12 —	Wages, schedules & other—

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER 1973 (PRELIMINARY) (CONCL'D)

Industry Employer Location	Union	Workers Involved	Duration in Man-Days December	 Accumulated	Starting Date Termination Date	Major Issues Result
Trade						
Association des Epiciers détaillants en alimentation, Jonquière, Qué.	Commerce Federation (CNTU)	444	890	16,880	Oct. 12 Dec. 5	Slowness in negotiations—Three-year contract with $47.00 a week total increase.
Steinberg, Miracle Mart, Dominion Stores, Montréal & other locations, Qué.	Retail Clerks	4,400	30,000	30,000	Dec. 5 Dec. 13	Working conditions, wages, job security, notice requirements & pay equalization—Not reported.
Darrigo's Food Markets, Toronto, Ont.	Food Workers Locs. 175 &633 (AFL-CIO/CLC)	200	400	400	Dec. 20 Dec. 22	Not reported—Not reported.
Services						
EDUCATION						
Several School Boards, Province-wide, Ont.	Ontario Secondary School Teachers' Federation	30,000	30,000	30,000	Dec. 18 Dec. 18	Protesting legislation of Bill 274—Return of teachers.
MISCELLANEOUS SERVICES						
*Maritime Employees Association, Halifax, N.S.	Int. Longshoremen's Ass'n. Loc. 269 (AFL-CIO/CLC)	650	—	10,400	Nov. 8 Dec. 2	Working conditions & wages Pay increase of $1.10 an hr. over next two years; reduction in size of work gang.
Public Administration						
LOCAL ADMINISTRATION						
City of Edmonton, Edmonton, Alta.	Amalgamated Transit Workers Loc. 569 (AFL-CIO/CLC)	676	12,840	14,200	Nov. 29	Wages, hours, application of increments and terms of contract—

*Federal Jurisdiction

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